Public Service Commission of Canada

Commission de la fonction publique du Canada

100 years / 100 ans

1908-2008

Public Service Commission

2007-2008

Annual Report

Canada

Public Service Commission

2007-2008

Annual Report

Public Service Commission of Canada
300 Laurier Avenue West
Ottawa, Ontario K1A 0M7
Canada

Information: 613-992-9562
Facsimile: 613-992-9352

This Report is also available on our Web site at **www.psc-cfp.gc.ca**

Cat. No. SC1-2008E-PDF
ISBN 978-0-662-48787-6

© Her Majesty the Queen in Right of Canada, represented by the Public Service Commission of Canada, 2008

The Honourable James Moore, P.C., M.P.
Minister of Canadian Heritage and Official Languages
House of Commons
Ottawa, Ontario
K1A 0A6

Dear Minister:

We have the honour of asking you to transmit for tabling in Parliament the Report of the Public
Service Commission of Canada for the 2007-2008 fiscal year.

It is submitted in accordance with section 23 of the *Public Service Employment Act*, (S.C. 2003, c. 22, ss. 12 and 13).

Yours sincerely,

Maria Barrados
President

Manon Vennat
Commissioner

David Zussman
Commissioner

PSC Mission, Vision and Values Statement

Mission and Vision – Striving for excellence

The Public Service Commission is dedicated to building a public service that strives for excellence. We protect merit, non-partisanship, representativeness and the use of both official languages.

We safeguard the integrity of staffing in the public service and the political impartiality of public servants. We develop policies and guidance for public service managers and hold them accountable for their staffing decisions. We conduct audits and investigations to confirm the effectiveness of the staffing system and to make improvements. As an independent agency, we report our results to Parliament.

We recruit talented Canadians to the public service, drawn from across the country. We continually renew our recruitment services to meet the needs of a modern and innovative public service.

Values to guide our actions

In serving Parliament and Canadians, we are guided by and proudly adhere to the following values:

Integrity in our actions;

Fairness in our decisions;

Respect in our relationships; and

Transparency in our communications.

In memoriam: John J. Carson, O.C., M.A., LL.D

This year marked the passing of Mr. John J. Carson, who served as Chairman of the Public Service Commission (PSC) from 1965 to 1976. Mr. Carson led the PSC through a period of great change and reform. His values and vision were exemplified by his commitment to advancing opportunities for Francophones and women in the public service, especially at the executive levels. His willingness to embrace new ideas led to ground-breaking initiatives, such as the Northern Careers Program, the Career Assignment Program and Interchange Canada. Mr. Carson also led the comprehensive reforms of 1967 that modernized legislation under the first *Public Service Employment Act*. He was guided by a profound commitment to making Canada's public service more reflective of our society and a model for the rest of the world.

After leaving the PSC, Mr. Carson was appointed as Dean of the Faculty of Administration at the University of Ottawa. He also worked to set up a school of management in Sri Lanka and was a lifelong member of the International Personnel Management Association. Throughout his career, he championed the principles of good personnel administration and the profession of human resources management.

On October 20, 1976, Mr. Carson was invested as an Officer of the Order of Canada. In his citation, he was recognized for his devotion to developing the federal public service and introducing policies that were in line with the changing needs of a modern, bilingual country.

Table of Contents

Chapter 1

Opinion of the Commission 2
100 years of protecting merit and non-partisanship 2
Public Service Employment Act implementation – overall assessment 3
Issues of concern 4
Policy guidance and flexibility 5
Other policy directions 6
Strengthening results-based accountability 7
Investigations 8
Renewing the public service 8
Transformation of PSC services and products 10
Non-partisanship 11
Funding 12
Looking forward 13

Chapter 2

100 years of protecting merit and non-partisanship 16

Chapter 3

Non-partisanship 20

Chapter 4

Policy orientations in staffing 28

Chapter 5

A highly delegated staffing system 38

Chapter 6

Progress in achieving the objectives of the *Public Service Employment Act* 54

Chapter 7

Effectiveness and adherence to the staffing values as well as flexibility and efficiency 66
Merit 68
Non-partisanship 69
Guiding values 69
Fairness 71
Transparency 71
Access 73
Representativeness 76
Efficiency and flexibility 80

Chapter 8

Strengthened oversight 84
Audits, studies and evaluations 85
Investigations 91
Imposition or removal of additional conditions on appointment delegations 95
Corrective measures following appeals 96

Chapter 9

Public Service Commission services and tools 98
Specialized recruitment programs 109
Functional communities 112
Recruitment of students for temporary employment 117
Executive resourcing services 121
Assessment 122

Appendices

Appendix 1
Specific restrictions and conditions applied to organizations following the results of Public Service Commission oversight activities 130
Appendix 2
Specific sub-delegation arrangements – summary 132
Appendix 3
Investigation cases 133
Appendix 4
Statistical tables 141
Appendix 5
Audit, Evaluation and Studies Plan / 2008-2009 and 2009-2010 160
Appendix 6
Glossary 164

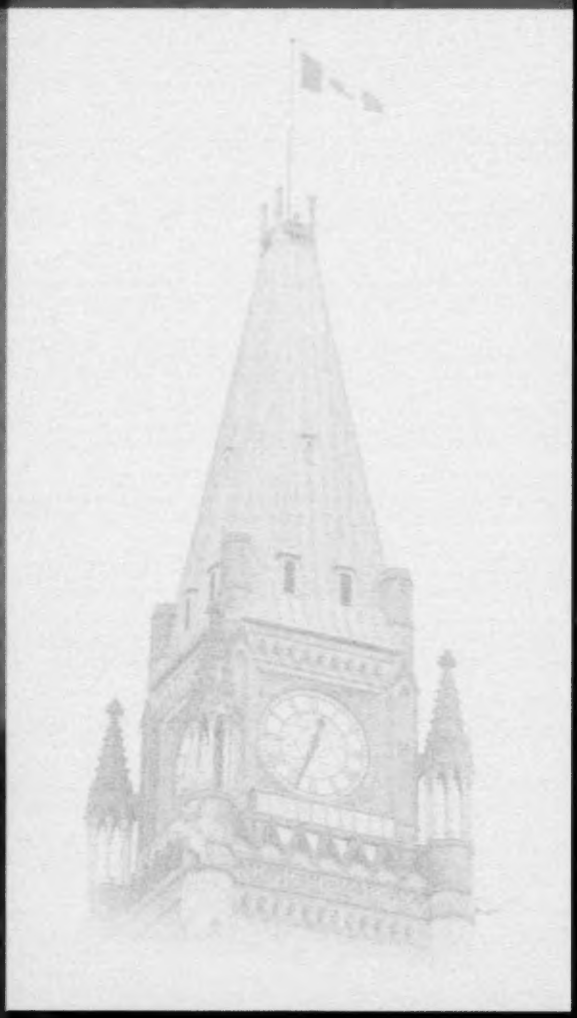
Biographies 176

PSC organization 180

Offices of the Public Service Commission 182

Chapter 1

Opinion of the Commission



1 Opinion of the Commission

100 years of protecting merit and non-partisanship

1.1 The year 2008 marks the 100th anniversary of a permanent Commission mandated to protect merit and non-partisanship, and is a year for the Public Service Commission (PSC) to celebrate its long tradition of service on behalf of Parliament.

1.2 Before 1908, loyalty to a political party was often a key element in appointments to the public service. The introduction of the merit principle and the creation of a Civil Service Commission ensured that public servants in Ottawa were appointed on their qualifications, not for political allegiances. This principle was extended across the country by the *Civil Service Act* of 1918. Merit-based hiring gave life to an impartial, professional public service and virtually eliminated political influence in hiring.

The PSC's role in ensuring a professional and non-partisan public service remains as relevant today as it was in the early part of the 20th century.

1.3 The PSC has undergone numerous changes since 1908, including a name change in 1967. A recent academic book, *Defending A Contested Ideal: Merit and the PSC of Canada 1908-2008*, outlines the PSC's history and its unique role as an agency reporting independently to Parliament while exercising executive authority for hiring.

1.4 The PSC's role in ensuring a professional and non-partisan public service remains as relevant today as it was in the early part of the 20th century. Indeed, in February 2008 the Prime Minister's Advisory Committee on the Public Service, co-chaired by the Right Honourable Don Mazankowski and the Honourable Paul M. Tellier, recommended that it was "essential to reaffirm responsibility of the Public Service Commission for safeguarding merit in appointments and the non-partisan character of the federal public service" in the governance and accountability structure for human resources (HR) management for the federal public service.

1.5 Throughout 2008, public servants, academics and other stakeholders have participated in activities to foster a better understanding of the core values of the *Public Service Employment Act* (PSEA) and the PSC's role. As we launch a second century of a professional, non-partisan public service, today's Commission remains dedicated to working with departments and agencies in building a world-class institution that serves and reflects the Canadian population, that supports democratic government and that strives for excellence.

Public Service Employment Act implementation – overall assessment

1.6 The PSEA, which came into force on December 31, 2005, entailed widespread change affecting people, policies, processes and accountability structures. The public service can now be described as functionally operating under a fully established delegated staffing regime, after more than two years under the PSEA.

1.7 The overall picture of performance is assessed as acceptable, with few examples of management excellence and some areas that require greater attention. While departments and agencies have made improvements to their planning of staffing strategies, this continues to be an area that requires management attention. Further progress is also needed in the areas of managerial accountability and organizational human resources (HR) support systems, including the support provided by the HR community.

The overall picture of performance is assessed as acceptable, with few examples of management excellence and some areas that require greater attention.

1.8 With respect to achieving the objectives of the PSEA, the evidence suggests that, in general, the core values of merit and non-partisanship are being respected, but that ongoing vigilance is required. Performance with respect to the guiding values of transparency, fairness, access and representativeness suggests that there is significant scope for improvement.

1.9 Finally, in order to achieve improvements to the efficiency and flexibility of organizational systems, focused efforts will be required. Improvements in efficiency and flexibility are dependent on up-front efforts put into planning, accountability systems and enabling organizational HR support systems.

1.10 The PSC has put in place the Staffing Management Accountability Framework that enables organizations to effectively manage their delegated responsibilities. Within this framework the performance of individual organizations, therefore, largely determines the success of the full implementation of the PSEA. In 2007-2008, organizations demonstrated that they are aware of, and understand, the types of changes which the PSEA requires. A high volume of staffing activities (122 093, up more than 9% from the previous year) puts an additional pressure on managers to adapt to the new system. Further progress in achieving the objectives of PSEA will depend for the most part on the leadership of deputy heads. They have the responsibility to manage and staff their personnel and ensure that their sub-delegated managers are collectively achieving a values-based staffing system. They will need to have the systems and tools required to ensure ongoing monitoring of, and improvements to, their staffing approaches.

Issues of concern

1.11 **Importance of careful staffing of the executive (EX) cadre** – The public service of Canada places special trust in the capacity of executives to serve with integrity, to uphold the values of the institution and to demonstrate professionalism. The scope of their responsibilities, their leadership role and the impact they have on their employees, on their organization and on the reputation of the public service all point to a need for particular care in hiring them.

The scope of executives' responsibilities, their leadership role and the impact they have on their employees, on their organization and on the reputation of the public service all point to a need for particular care in hiring them.

1.12 With the implementation of the PSEA in December 2005, the PSC delegated its authority for executive (EX) appointments to deputy heads. The PSC also decided that this increased flexibility would need to be balanced with special oversight. The PSC undertook a government-wide audit across 53 organizations of all EX-4 and EX-5 appointments and of 50% of EX-1 to EX-3 appointments for the first year of implementation. The complete results of this audit are reported separately.

1.13 The audit found that, while, for the most part, the executive appointment processes respected merit, significant improvements are needed in areas such as the assessment of candidates when using advertised processes, the application of PSC and departmental or agency policies concerning non-advertised appointments and sufficient documentation to ensure accountability for staffing decisions. We found a number of unsatisfactory appointments pertaining to merit, appearance of preferential treatment and/or lack of key assessment documents. These files will be further examined to determine the necessity for additional corrective action.

1.14 When an organization carries out a hiring process for an executive position, merit criteria need to be clearly established in advance and appointment decisions must be obtained through a rigorous assessment process. The decision to appoint an individual to an executive level position must be based on clear evidence of the candidate's qualifications for the position, which must be documented in the appointment file.

1.15 This audit focused on appointments made within the first year of delegation of the authority to appoint executives. The PSC's initial approach of providing high-level guidance was not sufficient for some organizations, leaving too much uncertainty when conducting EX appointment processes. The PSC is committed to working with those organizations that had particular difficulties and will review the services and guidance it provides to departments and agencies.

1.16 **Representation of visible minorities** – Having a public service that is representative of Canada's diversity is enshrined in the preamble of the PSEA. Representativeness is also one of the PSC's guiding values for managers to consider throughout appointment processes. In last year's report, the PSC raised concerns about the proportion of visible minorities in the appointments being made to the public service. However, recent changes to the PSC's database of applicant information have provided further information that suggests that the appointments of visible minorities to the public service may have been underestimated. The PSC is presently working with the Canada Public Service Agency, the Privy Council Office, the Canadian Human Rights Commission and Statistics Canada to address this important issue. As soon as this work is completed, we will report to Parliament.

Policy guidance and flexibility

1.17 In 2007-2008, the PSC continued to receive many questions about the PSEA. For this reason, the PSC, along with the Canada Public Service Agency, delivered a country-wide series of workshops to help managers become more aware of, and comfortable with, the choices available to them when hiring, when participating in collective staffing processes, when conducting informal discussions with candidates on staffing processes and on staffing recourse.

...the PSC, along with the Canada Public Service Agency, delivered a country-wide series of workshops to help managers become more aware of, and comfortable with, the choices available to them when hiring...

1.18 The PSC worked with the interdepartmental Human Resources Council to develop a guide for managers on collective staffing. At the same time, it reviewed the policy requirements for informal discussion and the legislative requirement for numerous notifications of consideration and appointment in internal collective staffing processes, in which more than one position is being filled. Additional guidance and an exclusion approval order will be developed in 2008 to make these types of processes more efficient.

1.19 The PSC also took other steps to adapt its policies to enable more flexibility and help make appointment processes more efficient.

- The PSC removed the requirement for a written rationale demonstrating how a non-advertised process meets the established criteria and the appointment values for appointments of less than four months. This reduces the documention burden on organizations as they make short-term appointments to meet urgent needs.
- The PSC also amended its assessment policy to allow Second Language Evaluation Oral Interaction tests to be conducted by PSC-certified assessors employed in other organizations.

Other policy directions

The PSC will support organizations in implementing NAOS by facilitating and providing collective pools, developing a random selection capacity and providing PSC services...

1.20 The PSC also took a number of steps to help to ensure that the hiring system reflects concerns that have been raised by parliamentarians and other stakeholders.

1.21 **Reservists** – Bill C-40 *(An Act to amend the Canada Labour Code, the Canada Student Financial Assistance Act, the Canada Student Loans Act and the Public Service Employment Act)* which received Royal Assent on April 17, 2008, amended the PSEA to ensure that public service organizations reintegrate reservists into their jobs when they return from a leave of absence to take part in certain military activities and operations in Canada or abroad, regardless of the length of absence. The PSC worked closely with Human Resources and Social Development Canada to support amendments to the PSEA and to the Canada Labour Code.

1.22 **National area of selection (NAOS)** – In April 2007, the PSC expanded the requirement to use NAOS for external advertised officer-level jobs from the National Capital Region to all regions of the country. This measure increased access for Canadians to federal public service jobs from 19% to approximately 55%.

1.23 Expanding this requirement to externally advertised non officer-level jobs was planned for December 2007. Impact assessments and the absence of sufficient recruitment tools led the PSC to redesign this expansion. Case studies were initiated to ensure that effective tools and training would be in place to manage anticipated volumes. The PSC is committed to the launch of the non-officer-level expansion in December 2008.

1.24 The PSC has implemented an action plan to ensure sufficient readiness among organizations. The plan includes supporting them in implementing NAOS by facilitating and providing collective pools, developing a random selection capacity and providing PSC services through a cost recovery mechanism.

1.25 A private Member's bill, S-219 *[An Act to amend the Public Service Employment Act (elimination of bureaucratic patronage and establishment of national area of selection)]* was introduced in November 2007 requiring NAOS for all advertised external appointment processes. This was passed in the Senate and, as of June 20, 2008, when the summer recess began, was awaiting first reading in the House of Commons. The PSC recommended that it should contain exceptions for part-time, seasonal and short-term

positions, urgent operational requirements and part-time students. These exceptions would allow access to all external advertised full-time indeterminate jobs in the federal public service while maintaining the capacity to meet unanticipated, emergency or temporary needs. The Senate Committee studying the Bill rejected these recommendations. The PSC will continue to seek these amendments as the Bill moves through the House of Commons.

1.26 **Spousal priority** – In 2007-2008, the PSC conducted analyses and consultations on a priority entitlement for external appointments of spouses of members of the Canadian Forces, the Royal Canadian Mounted Police (RCMP) and public service employees whose death was attributable to service or work. As the proposal was found to be feasible, practical and in the best interests of the public service, the PSC is drafting a regulatory priority entitlement for external appointments for surviving spouses. This priority is especially timely as it will also now apply to spouses of reservists whose death has resulted from service to the country.

Strengthening results-based accountability

1.27 In 2007-2008, the PSC restructured the requirements of its Staffing Management Accountability Framework (SMAF) to put more focus on results and on the staffing values as well as on the key areas needed to succeed with the PSEA. By setting out clear expectations of a well-managed appointment system, deputy heads will be able to monitor their organization's staffing performance and adjust their staffing strategies and activities as necessary. This new approach will enable the PSC to provide more timely feedback to delegated organizations and provide more rigorous assessments of the overall integrity of the staffing system to Parliament. The PSC expects organizations' performance to improve over time as they gain experience with this new approach.

By setting out clear expectations of a well-managed appointment system, deputy heads will be able to monitor their organization's staffing performance and adjust their staffing strategies and activities as necessary.

1.28 Over the next two to three years, the PSC will conduct a series of evaluation studies in time for the five-year review of the PSEA in 2010-2011. The PSC has completed a benchmarking study on performance measurement practices related to staffing and recruitment in other countries and in provincial or state governments, which will guide the PSC's work in the coming years.

Investigations

1.29 In 2007-2008, the PSC refined its investigative processes for the various types of investigations mandated by the PSEA. The 169 investigations completed during the fiscal year helped to ensure the integrity of the staffing system as well as the political impartiality of the public service. This year, a higher than usual number of allegations of fraud in appointments processes were investigated. While a number of investigations are still under way, the PSC found instances of fraud in three of the four cases completed.

The 169 investigations completed during the fiscal year helped to ensure the integrity of the staffing system as well as the political impartiality of the public service.

1.30 The PSC has a clear mandate under the PSEA to initiate investigations where fraud is suspected, and to take corrective actions. In keeping with section 133 of the PSEA, the three founded fraud cases were transferred to the RCMP, which has the jurisdiction to determine whether criminal investigations should take place.

1.31 The results of investigations dealing with fraud and federal, provincial and territorial political activities are being reported separately this year.

Renewing the public service

1.32 In 2007-2008, the public service of Canada continued to renew itself. With the ongoing departures of "baby boomers" and the significant growth of 4.1% in the public service over the last year, there continued to be a notable increase in hiring activity. In 2007-2008, there were 54 734 new hires to the public service, representing an increase of 11.9% over the previous year. Of these appointments, 10 579 were to indeterminate positions, 11 259 were to term positions, 19 296 were to casual positions and 13 600 were students.

...there were 54 734 new hires to the public service, representing an increase of 11.9% over the previous year.

1.33 Increased hiring activity offers opportunities for the public service to hire the kind of talent it needs for the future and to compete more effectively with other sectors. The high numbers and educational profile of external applicants in 2007-2008 continue to demonstrate that the public service attracts talented Canadians. Approximately 66% of applicants to recruitment opportunities had at least a post-secondary degree or diploma.

1.34 In 2007, the government made renewing the public service one of its priorities. In his *Fourteenth Annual Report to the Prime Minister on the Public Service of Canada*, the Clerk of the Privy Council set out an action plan for a renewed public service that can adapt to the evolving needs of Canadians. In 2007-2008, the PSC supported the achievement of the objectives of the Clerk's Public Service Renewal Action Plan, in the areas of recruitment and enabling infrastructure.

- In 2007, the PSC expanded its Post-Secondary Recruitment (PSR) campaign and created a partially assessed general inventory to help organizations meet their recruitment objectives. During the fall of 2007, more than 21 000 graduates applied for positions in 40 career choices. We estimate that as a result of the PSC's PSR services, about 1 000 graduates had been hired in 2007-2008. The PSC also supported the renewal needs of functional communities (human resources and information services) by providing recruitment, staffing and assessment services.
- The PSC reduced wait times for second language oral interaction testing. Service times for testing required for imperative staffing or for language training were reduced from a high of 21 weeks in the spring of 2007 to less than 2 weeks in March 2008.
- The PSC reduced organizational reporting requirements to the PSC by up to 60% through revisions to its SMAF, which now draws more extensively on the PSC's central data holdings and on organizational self-assessments.

...the PSC will again directly support the objectives of the Public Service Renewal Action Plan, specifically by supporting organizations in recruiting graduates, with emphasis on visible minority Canadians...

1.35 In his *Fifteenth Annual Report to the Prime Minister on the Public Service of Canada*, the Clerk of the Privy Council identified the need to build on the four priority areas of the previous year. In 2008-2009, the PSC will again directly support the objectives of the Public Service Renewal Action Plan, specifically by supporting organizations in recruiting graduates, with emphasis on visible minority Canadians, to indeterminate positions, strengthening the public service "brand" through piloting a new public service-wide approach to career fairs and developing a plan for a job-seeker friendly Web site.

1.36 **Mobility** – In the 2006-2007 Annual Report, the PSC identified the level of movement within the federal public service as a challenge. The PSC undertook a study on the mobility of public servants in order to better understand recent movement trends. Mobility has increased generally in the last four years from 30% in 2004-2005 to 42% in 2007-2008. This year represented a peak in terms of the absolute number of indeterminate appointments since 1997-1998. The issue of mobility was more pronounced in specific occupational groups. Factors influencing employee movement, such as growth, retirements and resignations, differed by occupational group. Certain occupational groups experienced significant declines in the median years at level before promotion. The National Capital Region consistently had a higher rate of employee movement than the regions. We also observed little movement between the National Capital Region and other regions over the study period.

1.37 The study concluded that the increase in the number of indeterminate appointments affects the workload of those involved in HR. These findings are consistent with those raised by the recent report of the Standing Committee on Government Operations and Estimates entitled *The Right Pay for Valuable Employees*. The PSC study on mobility also reinforced the need for HR planning (including recruitment strategies for different occupational groups) that takes into account the nature and scope of employee movement. The complete results from the study are being reported separately.

Transformation of PSC services and products

1.38 In 2007-2008, the PSC continued its comprehensive business transformation initiative to offer organizations and managers a centre of expertise in staffing and assessment, and services which complement an organization's own internal capacity.

1.39 In December 2007, the Treasury Board of Canada granted the PSC authority to expand its cost recovery authority. The PSC is using this expansion to introduce innovative and effective means to meet the needs of organizations for modernized staffing services and tools across Canada.

1.40 As recommended by the *Second Report of the Prime Minister's Advisory Committee on the Public Service*, deputy ministers will have appropriate involvement in the governance of these services through an advisory committee. By focusing on areas of common interest to all departments and agencies, PSC services offer economies of scale and ensure good value for money across the public service.

Participating in collective processes,... ...making better use of electronic screening tools are practical and available solutions that can help managers find qualified persons quickly.

1.41 Renewal of the public service — expected to continue for the next few years — makes it all the more critical that managers consider using more innovative approaches to address their staffing requirements. Participating in collective processes, creating pools of partially or fully assessed candidates and making better use of electronic screening tools are practical and available solutions that can help managers find qualified persons quickly. Organizations may also want to consider how the flexibilities under the PSEA can be used to design more proactive recruitment, promotion and development programs to engage the new generation of employees.

Non-partisanship

1.42 For over 100 years, the PSC's core mandate has been to ensure that the appointment and promotion of public service personnel are free of political patronage and are based on merit.

1.43 Two elements help ensure a non-partisan public service. First, an impartial public service must have a staffing system based on merit. Second, public servants must embrace the principle of impartiality and contribute to its protection by performing their duties and arranging their private affairs so that they can perform their duties in an impartial manner. A politically neutral public service can only be maintained if the merit system has been firmly implanted and if the professional commitment to impartiality is widespread.

With the public service experiencing significant renewal, it will be even more essential for the PSC to remain vigilant and ensure understanding and commitment to impartiality across the public service.

1.44 In 2008, the PSC published a paper entitled "Public Service Impartiality: Taking Stock" that outlines the evolution of impartiality in the public service, evaluates where the public service is today and considers the roles and responsibilities of various players in maintaining a non-partisan public service. With the public service experiencing significant renewal, it will be even more essential for the PSC to remain vigilant and ensure understanding and commitment to impartiality across the public service.

1.45 **Political activities** – The PSC continues to see activity in the area of political candidacy requests under the current political activities regime. In 2007-2008, the PSC received 45 new requests to seek nomination as, or be, a candidate in an election, down from the previous year's high of 95 requests. Although 45 requests represented a 53% decrease from last year, these requests presented an increased level of complexity (e.g. reviewing the situation of employees granted permission to be candidates but who changed duties before or during the election period).

1.46 To render a decision, the PSC requires both sufficient information and time to consider each candidacy request on its own merits. In making its decision, the PSC considers factors such as the nature of the election, the nature of the employee's duties and the level and visibility of the employee's position. The PSC may also require sufficient time to obtain clarification on outstanding questions or to explore operational arrangements with the employee's organization. Consequently, employees who do not provide complete information and who submit their candidacy requests with less than the 30 days identified in the *Political Activities Regulations* face the risk of a delay or of the PSC being unable to grant permission.

1.47 After working with organizations over the two years since the coming into force of the political activities regime of the PSEA, the PSC realized that even more communication is needed to ensure greater awareness and understanding of the current political activities regime and, in particular, of the extension of the regime to include municipal elections.

...greater awareness and understanding of the current political activities regime is needed, in particular of the extension to municipal elections.

Funding

1.48 The PSC continues to work to stabilize its budget through maximizing efficiencies and aggressively reallocating resources to support priorities. Over the past three years, the PSC has successfully adapted to a number of changes to its budget. As a result of the implementation of the *Public Service Modernization Act* (PSMA), the PSC's budget was reduced by a total of $55.5 M (38%) to account for responsibilities transferred to the newly created Public Service Human Resources Management Agency of Canada, now the Canada Public Service Agency, and the Canada School of Public Service. The PSC did not seek additional permanent funding to address new priorities and chose instead to continuously reallocate internally to fund the priorities resulting from its new mandate. From 2005-2006 to 2008-2009, the PSC reallocated a total of $10 million to fund its audit, studies and evaluation activities, the oversight of political activities and Priority Administration, as well as its functions related to communications and parliamentary affairs and to legal services.

1.49 As part of its commitment to good management and stewardship of public funds, in 2007-2008, the PSC agreed to participate in the government-led Horizontal Review of the Human Resources Management Functions, involving the Canada Public Service Agency, the Treasury Board of Canada Secretariat, the Canada School of Public Service, the Public Service Staffing Tribunal and the Public Service Labour Relations Board, in order to streamline central HR functions. We fully reviewed all programs and related expenditures. As a result of this review, the PSC identified budget reductions through increased internal efficiencies and the ongoing expansion of the use of its cost recovery authority.

1.50 The PSC remains committed to delivering its mandate of ensuring a merit-based, non-partisan public service. As recommended by Parliament, the PSC is operating a delegated system with oversight, supporting services and policy support. Our programs are composed of many of the components found in delegated programs that are self-regulating: policy development, education, facilitation, audit and investigation, analysis of metrics and reporting.

With expanded cost recovery authorities to provide needed services, we believe that we have the correct balance between services, oversight and policy support. We will continue to report to Parliament on our expenditures and performance through our Estimates documents.

Looking forward

1.51 Many people choose the federal public service as a career because it offers a wide variety of interesting experiences and opportunities to serve Canadians. A key element of public service work, however, is the ability to serve the Government of Canada loyally and impartially, regardless of what party is in power. All public servants must understand that they work in a public service recognized for its excellence and that they are expected to embrace a set of values and ethics unique to the Canadian public service.

1.52 One can expect that the complexity of issues and the pace of change will continue in the coming years. Demands for citizen involvement, the shift to a knowledge-based economy, the advances in technology for communication and service delivery, the increased focus on transparency and accountability of public servants and the intersection of local and global issues all have an impact on the issues dealt with by public servants and on the way in which they carry out their duties.

1.53 The federal public service must remain agile in order to respond to emerging issues and to work collaboratively with other levels of government and with various organizations in the public and private sectors. Its organizational structures and mechanisms for recruiting, assessing and developing employees with the necessary skills will need to be as flexible to ensure that the public service continues to adapt while continuing to respect the values in the PSEA. Part of this includes ensuring that the public service has a diversity of skills, is representative of the population it serves and remains an employer of choice.

...the PSEA provides a useful foundation for transforming the federal staffing system, while ensuring a uniform framework across the public service.

1.54 Some studies, such as the Public Policy Forum report entitled *Canada's Public Service in the 21st Century – Destination: Excellence*, recommend creating more separate employers and agencies to facilitate greater flexibility and improve accountability to achieve the necessary organizational culture for public service reform. The mid-1990s saw significant parts of the public service moved out from corporate legislative frameworks to take on separate employer status. This occurred before the current PSEA was implemented, however, with its fundamental intent to provide a more flexible and efficient framework for hiring. The Commission believes that, today, the PSEA provides a useful foundation for transforming the federal staffing system, while ensuring a uniform framework across the public service.

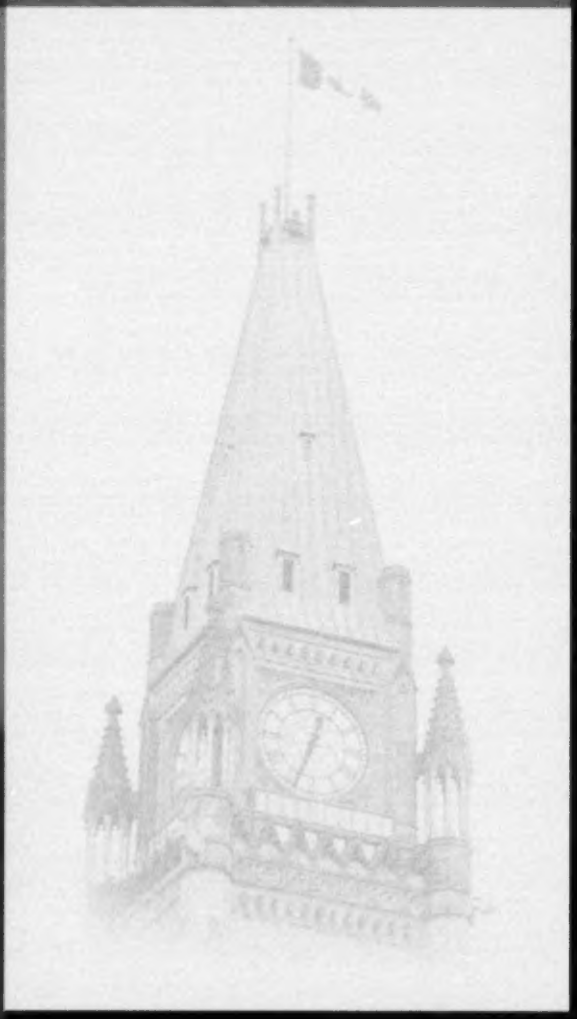
Indeed, the Canadian Food Inspection Agency (CFIA), established as a separate agency in 1997, recently sought to re-establish access to the public service governed by the PSEA. At the CFIA's request, the PSC approved the possibility of deployment of CFIA employees into positions under the PSEA and was able to do so based on the ongoing compatibility of CFIA's staffing program with the values of the PSEA.

The values of merit and non-partisanship... will endure and provide a solid foundation for the federal public service of the future...

1.55 The values of merit and non-partisanship helped guide Canada's public service through a century of change. They will endure and provide a solid foundation for the federal public service of the future to respond to the challenges that lie ahead for Canadians.

Chapter 2

100 years of protecting merit and non-partisanship

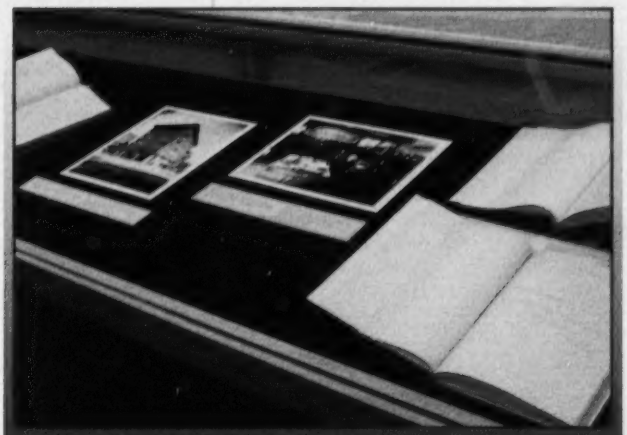


2 100 years of protecting merit and non-partisanship

2.1 **PSC Centenary –** In 2008, the Public Service Commission (PSC) of Canada celebrated 100 years of merit and non-partisanship in Canada's public service, as well as the creation of the Civil Service Commission. When Parliament passed the *Civil Service Amendment Act* in 1908, creating a permanent Civil Service Commission, its goal was to ensure a civil service that was hired and promoted based on merit and that was free of political patronage. The Commission has undergone many changes since 1908, including a change of name in 1967 to the Public Service Commission. Its core mandate, however, has remained the same — to protect merit and non-partisanship in the federal public service. The professional public service that we know now could not have grown without an unwavering commitment to these two fundamental values. This institution has been instrumental in building today's modern, professional public service.

PSC President Maria Barrados

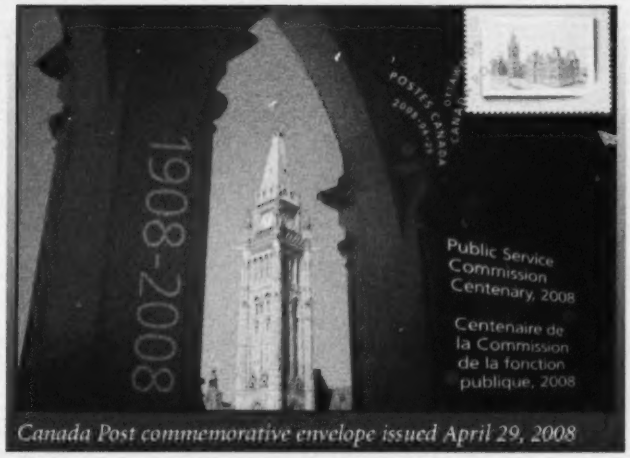
Photo *Le Droit*


Artifacts from the historical display at Library and Archives Canada, Ottawa, April 2008

2.2 In 2008, the PSC commemorated its Centenary through various activities.

- In collaboration with Library and Archives Canada, in April 2008 the PSC unveiled a historical display marking 100 years of building a modern public service. Through images and documents, visitors are able to see how the federal public service has evolved over the past century from a system that was largely reliant on political patronage to one that is non-partisan and merit-based. This virtual exhibit is available on our Web site.

- On April 29, 2008, Canada Post issued a commemorative envelope to mark the PSC Centenary. The envelope and its Picture Postage™ stamp feature past and present images of the Parliament buildings that are emblematic of the Commission's origins and of its accountability to the Parliament of Canada.



Canada Post commemorative envelope issued April 29, 2008

- On August 23 and 24, 2008, the PSC hosted the *Profession in Perspective* meeting in Québec. The theme of the meeting was "Working in the public service of 2025." More than 20 representatives from various countries, experts in the areas of management and development of senior public servants, discussed human resources issues facing public services around the world and explored innovative solutions to address them.

2.3 Two leading academics in the field of public policy, Ken Rasmussen, Director, Johnson Shoyama Graduate School of Public Policy, from the University of Regina, and Luc Juillet, Director, Graduate School of Public and International Affairs, from the University of Ottawa, published at the end of August a book entitled *Defending a Contested Ideal: Merit and the PSC of Canada 1908-2008.* Their book examines the history of the PSC over the last century in the context of the various public service reforms and transformations affecting its role. It also explains how the PSC's statutory independence has allowed it to fulfill its unique mandate of safeguarding merit and non-partisanship.

2.4 The Commission has championed the values of merit and non-partisanship for 100 years. The Centenary provides the PSC with an opportunity to take pride in its past and to look to a future in which it will continue to ensure that Canadians are served by a highly competent, non-partisan and representative public service, dedicated to excellence and able to provide services in both official languages.

Trafalgar Building, Ottawa, 1910
Early location of the Civil Service Commission

2.5 **International involvement** – Canada's reputation for good governance and the high esteem in which its public service is held have brought to Canada a steady stream of foreign delegations wanting to access information and assistance from Canadian government departments and agencies.

1930s news clipping about the merit system and appointments to the civil service

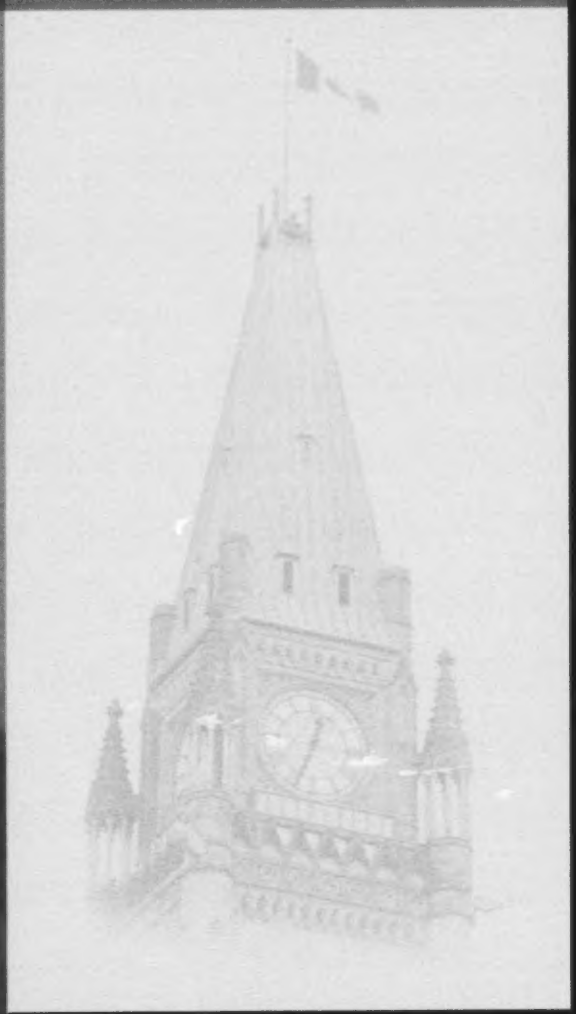
2.6 While a professional, non-partisan and merit-based public service may be a given within our own borders, other countries looking to reform their public service see ours as a model of human resources management and a reference for their reforms, as well as a source of best practices.

2.7 Since the early 1990s, the PSC has enjoyed a collaborative relationship with China, exchanging information and expertise in the field of public service administration. In November 2007, the President of the PSC and the Vice-Minister of the Central Organization Department of the People's Republic of China signed a new Memorandum of Understanding (MOU), the goal of which is to pursue and enhance exchanges and co-operation in the fields of senior public servant management, human resources management and public administration. This latest MOU has received the endorsement of the Department of Foreign Affairs and International Trade, the Privy Council Office, the Canada Public Service Agency and the Canada School of Public Service.

2.8 Canada has built a reputation for having one of the best public services in the world. The PSC has been consulted by countries throughout the world for guidance on issues related to public service governance and staffing. We share our best practices and policies with other countries. This allows us all to improve our existing public administration systems. In the end, by assisting other countries, we also learn about ourselves and recognize that our public service is an asset of great value.

Chapter 3

Non-partisanship



3 Non-partisanship

3.1 **Non-partisanship** – A politically impartial public service is a core value of Canada's federal public service. A non-partisan public service makes responsible, democratic government work by:

- ensuring objective advice that ministers can use in establishing policies and programs to meet the needs of Canadians;
- providing information that ministers need to fulfill their accountability to Parliament and to Canadians; and
- ensuring legal and constitutional transition when democratic processes result in new administrations.

Impartiality has been a tradition since the adoption of the merit principle in 1908.

3.2 Impartiality has been a tradition since the adoption of the merit principle in 1908. Since then, Parliament, governments and the bureaucracy have taken care to build a merit-based, non-partisan public service.

3.3 When the merit principle was introduced 100 years ago public servants were forbidden to participating in political activities. As the impartial and non-partisan culture became entrenched in the public service, complete prohibitions on political activities gradually subsided. The 1967 *Public Service Employment Act* (PSEA) continued the ban on political activities but stated that public servants did not contravene the Act by donating money to a political party or by attending a political meeting. The Act also allowed public servants to stand for election, with the permission of the Public Service Commission (PSC).

3.4 In 1991, a case known as *Osborne v. Canada (Treasury Board) [1991] 2 S.C.R. 69* would effectively change the landscape for public servants wishing to participate in political activities. A group of public servants challenged the prohibition on engaging in political activities claiming that it violated their rights under the *Canadian Charter of Rights and Freedoms*. A majority of the Supreme Court of Canada agreed and struck down the provision of the former PSEA prohibiting public servants from working for or against a candidate or a political party, except as it applied to deputy heads. The Court reiterated the legitimacy of the government's objectives of preserving "the neutrality of the civil service to the extent necessary to ensure their loyalty to the Government of Canada and hence their usefulness in the public service" (Osborne, p. 97). During the intervening period, until the current PSEA, political activities other than candidacy, were overseen under the concepts of duty of loyalty to the Crown and political neutrality without formal legislation.

3.5 Following this decision, the current PSEA, which came into force on December 31, 2005, contains a new regime governing political activities for public servants. The regime balances the rights of public servants with the principle of an impartial public service. The Act allows public servants to participate in political activities as long as the activities do not impair, or are not perceived as impairing their ability to conduct their duties in an impartial manner. The new regime was also extended to include municipal elections. The political involvement of deputy heads is limited to voting. The PSC is responsible for the oversight of public servants' involvement in political activities, including granting permission and leave for candidacy; providing guidance on political activities and investigating allegations of improper political activities by employees and deputy heads.

3.6 The PSEA provisions governing appointments to and within the public service and the political activities of public servants protect public service impartiality. In addition to this foundation, there are other elements, such as the *Values and Ethics Code for the Public Service*, that guide the work of public servants and their relationship with elected officials.

3.7 A politically impartial federal public service supports democratic governance in Canada. Public servants can be proud of this calling.

A politically impartial federal public service supports democratic governance in Canada. Public servants can be proud of this calling.

3.8 **Political activities** – Part 7 of the PSEA provides a regime for governing the political activities of employees. It recognizes the need to balance the right of employees to engage in political activities with the principle of an impartial public service. Public servants may engage in political activities, so long as the activities do not impair, or are not perceived as impairing, their ability to perform their duties in a politically impartial manner.

3.9 The PSEA defines political activity as:

- carrying on any activity in support of, within or in opposition to a political party;
- carrying on any activity in support of or in opposition to a candidate before or during an election period; and
- seeking nomination as or being a candidate in an election before or during the election period.

3.10 The PSC plays a significant role in maintaining an impartial public service. Public servants who want to seek nomination as, or be a candidate in a federal, provincial, territorial or municipal election, must first obtain permission, as well as a leave without pay (LWOP) if applicable, from the PSC prior to declaring their candidacy and undertaking candidacy-related activities.

3.11 For federal, provincial, and territorial elections, once the election period has begun the employee must be on LWOP approved by the PSC. If elected, the employee ceases to be a public servant. In situations where there may be concerns about the real or perceived impartiality of the public service, the PSC may make permission conditional on the employee taking a LWOP before the election period. If the risk cannot be mitigated through a LWOP or operational arrangements with the department or agency, the PSC may deny the request.

3.12 For municipal elections, if there are concerns about the real or perceived impartiality of the public service, the PSC may make permission conditional on the employee taking a LWOP:

- before the election period;
- during the election period; and
- for the duration of the elected mandate.

3.13 Permission can also be conditional on the employee ceasing to be a public servant, if elected. If the risk cannot be mitigated through a LWOP or operational arrangements with the department or agency, the PSC may impose this condition.

3.14 Each request for permission is reviewed and assessed based on its own merits.

3.15 For political activities not related to candidacy – carrying on any activity in support of, within or in opposition to a political party, carrying on any activity in support of or in opposition to a candidate – public servants are not required to ask permission of the PSC or of their organization. However, before engaging in such activities, they need to ensure that it will not impair or be perceived as impairing their ability to perform their duties in a politically impartial manner. The PSC provides ongoing assistance and tools (including a self-assessment questionnaire, frequently asked questions and a guidance document) to help employees make reasonable decisions about their involvement in political activities. The PSEA limits the political involvement of deputy heads to voting.

3.16 Under the PSEA, the PSC may investigate any allegation of improper political activities by federal public servants and a founded allegation may lead to corrective action or dismissal. The PSC may also investigate any allegation that a deputy head contravened the PSEA, but such allegations can only be made by a person who is or was a candidate in an election. If the allegation is substantiated, the PSC will report its conclusions to the Governor in Council who can dismiss the deputy head.

3.17 **Candidacy requests** – In 2007-2008, the PSC received 45 new requests for permission to seek nomination as, or to be a candidate in an election. This represents a 53% decrease from last year, when 95 new requests were received. The table below illustrates the disposition of requests submitted by public servants.

Table 1 – Status of requests (April 1, 2007 to March 31, 2008)

Level of election	Carried forward from 2006-2007 Permission granted in 2007-2008	NEW CANDIDACY REQUESTS RECEIVED IN 2007-2008					
		Permission granted	Permission not granted	Requests received too late to review and render decision	Requests withdrawn prior to PSC review	Requests pending PSC review	TOTAL 2007-2008 new candidacy requests
Federal	3	5	0	0	3	0	8
Provincial	1	6	1	0	1	0	8
Territorial	0	0	0	0	0	0	0
Municipal	1 (No LWOP)	15*	0	5	2	7	29
TOTAL	**5**	**26**	**1**	**5**	**6**	**7**	**45**

Source: PSC Internal Tracking System

* All requests were granted permission without the condition of taking a leave of absence without pay.

Municipal election requests once again represented the majority of the total new candidacy requests received...

3.18 Municipal election requests once again represented the majority of the total new candidacy requests received (29 of 45 or 64%) from employees during the fiscal year. All employees who submitted candidacy requests related to municipal elections were granted permission without the condition that the employee take a LWOP if elected. This is an increase from the previous fiscal year when 64% of municipal candidacy requests were granted without the condition of a LWOP if the employee was elected.

3.19 While the total number of candidacy requests declined in 2007-2008, the PSC was required to review more complex situations than the previous year, such as:

- working with organizations to identify the appropriate operational arrangements when there were concerns about the nature of work or the specific functions of an employee. Depending on the level of the election, such arrangements may be required for all or part of the period before or during the election period. If an employee was not elected, operational arrangements may have continued upon their return to work for a minimum period of one year. These arrangements may also apply if the employee was elected to municipal office and continued his or her public service work;

- defining campaign activities that would require the employee to be on a LWOP, before or during the election period, if they wished to participate in such activities; and
- reviewing the situation of employees who were granted permission to be candidates but who, before or during the election period, experienced a change in their duties, e.g., an assignment of new functions or performing higher-level duties. This also required reviewing the situation of an employee who, when granted permission to be a candidate, was elected to municipal office and subsequently, changed functions. The PSC reserves the right to reconsider permission and/or conditions granted in light of any changes.

3.20 Under its legislative responsibilities, the PSC must balance the right of employees to engage in political activities with the principle of a politically impartial public service when reviewing candidacy requests. To achieve this balance, factors such as the nature of the election, the nature of the employee's duties and the level and visibility of the employee's position are considered. To render a decision, the PSC requires both sufficient information and time to consider each candidacy request on its own merits. Sufficient time is required to properly deal with requests, particularly to obtain clarification on outstanding questions or to explore operational arrangements with the employee's organization. The *Political Activities Regulations* reflect a time period for submitting candidacy requests to allow time for review – no later than 30 days before the date by which the employee requires a decision from the PSC.

3.21 In 2007-2008, 21 of the 45 new candidacy requests (47%) were received by the PSC within less than the 30 days provided in the Regulations. Although the PSC did not have the full 30 day period, it was able to render a decision by the date required for 16 of the 21 requests (76%), as it had sufficient time to obtain and consider the required candidacy documentation and information.

3.22 **Changes to monitoring approach** – In developing the new regime for political activities, the PSC had identified three key elements where organizations would have responsibilities in safeguarding the political impartiality of the public service. In 2006-2007, organizations reported on their efforts in the key areas of governance, communication and control. In 2007-2008, the PSC provided feedback to deputy heads on departmental and agency efforts.

3.23 Overall, organizations met the PSC's expectations. For 10 organizations however, the PSC recommended that organizational communication efforts needed to be improved, and the PSC subsequently confirmed that these organizations had implemented all the recommendations.

3.24 In 2007-2008, the PSC also began reviewing its approach to monitoring political activities. The PSC consulted with key organizations and stakeholders; results of this exercise revealed a general agreement with the PSC's approach to monitoring. However, concern was expressed over the reporting burden placed on organizations. Subsequently, the PSC revised its approach to monitoring political activities to be more results-based and to focus on elements for which the level of risk to the impartiality of the public service is considered significant. The PSC monitors elections in general, including actively monitoring political candidacy permissions and conditions for municipal elections. The PSC also monitors the permissions granted and conditions for candidacy in federal, provincial, and territorial elections.

3.25 **Investigations into political activities, PSEA section 118** – Situations that appear to be an improper political activity are referred to the Investigations Branch under section 118 of the PSEA. In 2007-2008, the PSC opened 20 investigations into allegations of improper political activities – 19 allegations were initiated by the PSC and one was made by an external source. During this same period of time, the PSC completed 17 investigations. In 16 instances, employees were found to have engaged in improper political activities contrary to the PSEA and in one instance, the allegation of improper political activity was unfounded.

3.26 The requirement for public servants to request permission from the PSC before declaring their candidacy for municipal elections is new as of December 31, 2005. It is important that public servants be aware of this requirement. Appendix 3B contains summaries of 10 investigations in which federal public servants engaged in improper political activity at the municipal level. The PSC took corrective actions ranging from informing employees of their non compliance with the PSEA and reminding them of their obligations, to written reprimands, to requiring the organization to clearly communicate information concerning political activities to their employees.

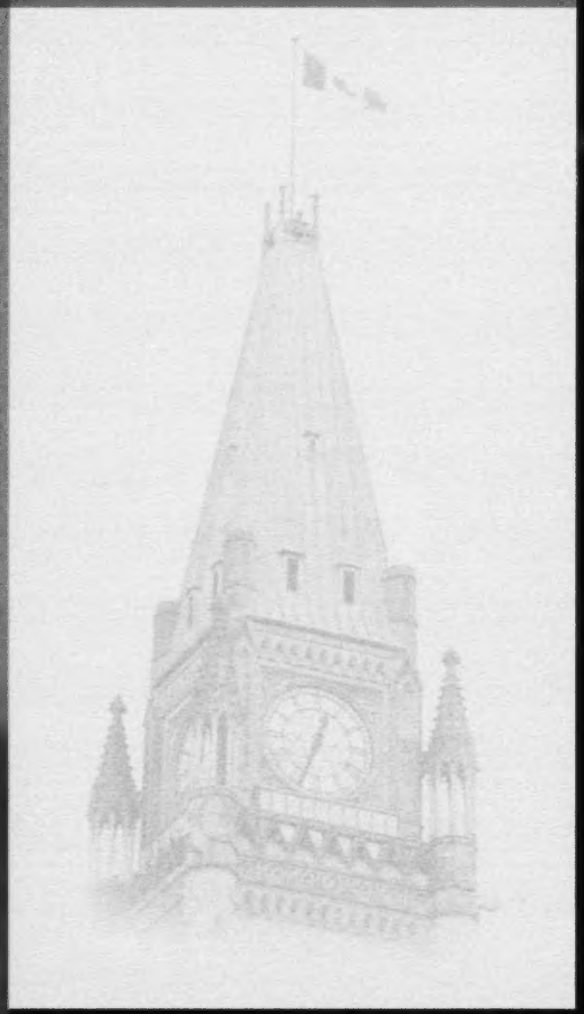
...there remains a need for greater awareness and understanding on the part of employees if they wish to participate in political activities.

3.27 **Need for more communication** – Despite the communications efforts made by the PSC and organizations there remains a need for greater awareness and understanding on the part of employees if they wish to participate in political activities. In particular, there is the need to ensure public servants are aware of the new legislative requirement to obtain PSC permission prior to seeking to be, or being a candidate in municipal elections. Prior to the coming into force of the current PSEA on December 31, 2005, the PSC had no responsibility regarding employees as candidates in municipal elections.

3.28 In 2008-2009, the PSC will build on its current communications efforts to provide guidance to organizations and employees on the requirement of the current political activities regime. Current communications activities, such as providing information sessions to employees and organizational designates who provide advice to employees, as well as sending reminders to organizations on upcoming elections, will continue. However, there is a need for a multifaceted communications approach to reach employees who have limited or no access to electronic messages. By broadening its communications approach, the PSC will ensure that employees are aware of their rights and obligations and will be better positioned to safeguard the political impartiality of the public service.

Chapter 4

Policy orientations in staffing



4 Policy orientations in staffing

4.1 In 2006-2007, the Public Service Commission (PSC) had observed that the human resources (HR) community was experiencing significant challenges and lacked sufficient capacity to provide the required services and support to managers with respect to their new responsibilities under the *Public Service Employment Act* (PSEA). Feedback at various deputy head committees and managers' fora in 2007-2008 also indicated that the managers' community in particular was encountering challenges with the new staffing system. For this reason, in 2007-2008, the PSC continued to put significant effort into supporting managers, in addition to the HR community, to address their particular challenges. The PSC took steps in a number of areas.

...the PSC continued to put significant effort into supporting managers, in addition to the HR community...

4.2 **Support for organizations** – In collaboration with the Canada Public Service Agency, the PSC offered a series of workshops across the country. Topics included PSEA flexibilities, Informal Discussion, collective staffing and staffing recourse. Approximately 2 000 managers and HR professionals attended these workshops.

4.3 An additional 55 information sessions were delivered to assist human resources professionals and sub-delegated managers gain a better understanding and practical knowledge of specific topics related to the PSEA and to the PSC's Appointment Framework. Approximately 1 600 employees attended sessions on the merit criteria, area of selection and mobility, collective staffing, and political candidacy.

4.4 On an ongoing basis, the PSC worked closely with the Human Resources Council and with national and regional councils in order to exchange information and provide clarification on PSC policies and requirements. The PSC also provided day-to-day advice to organizations, often responding to questions about the flexibility and creativity possible under the PSEA. Support also extended to the general public as the PSC responded to enquiries received from Canadians about federal government hiring practices and recruitment programs through the PSC jobs.gc.ca Web site.

4.5 **Refining the policy suite** – The PSC monitored and sought feedback to improve elements of the Appointment Policy Framework. As a result of issues that emerged from practical experience under the PSEA, four areas were identified as requiring adjustment.

- Informal Discussion – This is an essential aspect of recourse. It provides the opportunity to correct errors or oversights before a process is concluded. Departments and agencies had expressed

concern because candidates are requesting multiple Informal Discussions sometimes after appointments. This is of special concern for collective staffing where each new appointment from a pool may elicit multiple requests for Informal Discussion.

- The PSC drafted revisions to the guidance for Informal Discussion. Revisions include information on setting timeframes, criteria for additional discussions and providing group discussions for common issues in collective staffing processes. Consultations will be conducted in 2008-2009.
- Notification – A challenge also emerged regarding the notification policy in the context of collective staffing. Even though eliminated from the pool at the outset, unsuccessful applicants must be notified of each appointment from the pool. This can result in numerous appointment notifications over the lifespan of the pool. It would be more efficient to enable Informal Discussion and recourse when the pool is created to address any problems rather than delay until multiple appointments are being made. The PSC will develop an exclusion approval order (EAO) to provide more efficient notification requirements in collective staffing processes.
- Assessment policy – The PSC amended the Assessment Policy to specify that Second Language Evaluation (SLE) Oral Interaction tests must be evaluated by PSC-certified Second Language Evaluation oral interaction assessors and that such assessments are deemed to have been conducted by the PSC. This amendment enables departments and agencies who conduct SLE tests and who have their own oral interaction assessors to offer these services to other departments and agencies. This amendment will help reduce delays in administering the SLE Oral Interaction test and, therefore, improve the efficiency of appointment processes throughout the federal public service.
- Student bridging – This is a tool for hiring graduating students to the federal public service. Bridging is available to students who have participated in Federal Student Work Experience Program (FSWEP), Cooperative Program (CO-OP)/Internship or Research Affiliate Program (RAP). In accordance with organizational policies, a deputy head may establish bridging mechanisms that allow students to apply for advertised internal appointments or may be appointed through non-advertised external processes.
- The PSC's recent study, *Appointment under the Public Service Employment Act following participation in the federal student employment programs*, examined whether participants in the FSWEP and CO-OP were subsequently appointed to the public service. Based on an analysis of students employed between April 1997 and March 2005, the study

found that 23% of these students had been appointed to an indeterminate or specified-period position as of March 31, 2008. A portion of these students would have been appointed through the bridging mechanism. The PSC has been consulting on the best way to ensure these appointments respect the appointment values. The PSC will be revising the advertisement for FSWEP in particular, to increase transparency. Applicants will be informed that participation in the program and subsequent graduation from their course of study may lead to appointment to indeterminate federal public service jobs. In 2008-2009, the PSC will review student bridging based on the results of the government-wide audit of FSWEP.

...the study found that 23% of FSWEP and CO-OP students had been appointed to an indeterminate or specified-period position as of March 31, 2008.

4.6 **Importance of careful staffing of executive cadre** – Under the PSEA, the PSC has maximized the delegation of appointment authority, including EX appointments, to departments and agencies. While providing deputy heads with the authority to make appointments to and within the EX group, as this authority was new, the PSC imposed a number of requirements on how EX staffing could be done. At the outset, the PSC had established policies to ensure that EX appointments respected the core values of merit, non-partisanship, and the guiding values of access, fairness, transparency and representativeness.

- In December 2006, the PSC modified the Assessment Policy to allow exceptions to the executive (EX) assessment requirements for a structured interview and a structured reference check, on a case-by-case basis, and subject to PSC approval. In 2007-2008, the PSC approved 42 requests for such exceptions. Most of the approved exceptions (29 or 69%) were for acting appointments over four months. Usually, the alternative approved by the PSC in these cases was a written narrative that assessed the relevant qualifications for the position and that was signed by the hiring manager.
- After this experience, the PSC amended the Assessment Policy again in April 2008 to add the option to use a written narrative assessment as an acceptable alternative to the structured interview and structured reference check for all acting EX appointments of four months and over and there is no longer a need to obtain PSC approval. This amendment provides greater flexibility in addition to removing any delay previously caused by the requirement to obtain PSC approval for the use of the written narrative.
- The PSC also adjusted the Assessment Policy to clarify the composition of EX assessment boards. Other parties can participate as necessary for a comprehensive assessment. This modification followed stakeholder consultations suggesting that the active participation of HR specialists and other competent individuals on EX assessment boards was being

unduly restricted. Incumbents, human resources specialists, psychologists, and other experts with an in-depth knowledge of the position requirements can provide valuable input to the board's deliberations. This can lead to more sound, values-based appointment decisions and compliance with PSEA and PSC policy requirements. Boards must include at least two members at, or equivalent to, a level above the position being staffed.

4.7 To facilitate the effective utilization and corporate management of assistant deputy ministers (ADMs) at the EX-4 and EX-5 classification levels, the *Public Service Employment Regulations* (PSER) allow ADMs to continue to be paid at the level of the position that they occupied prior to being appointed to another position at a higher or lower level. This allows EX-4 employees to be appointed to EX-5 positions without receiving acting pay (underfill), EX-4 employees to be appointed to EX-3 positions without losing pay (overfill), and EX-5 employees to be appointed to EX-4 positions without losing pay (overfill).

4.8 Prior to the coming into force of the current PSEA and the PSER in 2005, the PSC consulted stakeholders about the continued usefulness of the Regulations, as deputy heads were to be delegated authority for management of the executive cadre. Deputy heads stated that the Regulations provided additional flexibility in managing assistant deputy minister positions corporately, and the PSC retained the provision in the PSER.

4.9 On July 16, 2007, Treasury Board ministers approved a Directive on Special Deployment for Executives giving deputy heads the authority to deploy any executive to an unclassified position or to a position at a lower level, for up to three years, without suffering a loss in pay. The PSC has consulted stakeholders to determine the impact of the Special Deployment Program for Executives and whether there is an ongoing need for a regulation permitting overfill appointments. The PSC has concluded that this provision of the PSER should not change.

The PSEA requirement to provide an Informal Discussion to employees supports transparency by encouraging conversations between managers and employees.

4.10 **Resolving appointment issues under the PSEA** – The intent of the PSEA is that staffing issues are resolved effectively and in a timely fashion. The Act provides for a range of possibilities to resolve these issues. These possibilities include Informal Discussion, deputy head and PSC investigations, and formal recourse to the Public Service Staffing Tribunal (PSST).

4.11 The PSEA requirement to provide an Informal Discussion to employees supports transparency by encouraging conversations between managers and employees. As soon as an employee has been eliminated from consideration in an advertised internal appointment process, they are provided with the

opportunity to discuss the decision to eliminate them. The discussion also provides an opportunity for managers to correct any errors or oversights when appropriate.

4.12 The PSEA also specifies that when the authority to make internal appointments is delegated to a deputy head, the authority to revoke or take corrective action must also be delegated. This allows organizations to manage their own appointment processes, and if needed, correct any mistakes that have been made. While the decision to investigate a staffing process is discretionary, the PSEA requires that the deputy head conduct an investigation before revoking an appointment or taking corrective action. The deputy head must be satisfied that an error, omission, or improper conduct affected the selection for appointment. In fiscal year 2007-2008, two investigations were completed by deputy heads.

4.13 The PSC has the authority to conduct investigations related to external appointments or in cases where political influence or fraud is suspected. The PSC may also conduct investigations related to internal appointments at the request of a deputy head. Investigations conducted during 2007-2008 by the PSC are dealt with in Chapter 8.

The PSC expects to see deputy heads resolve more appointment issues internally. This will result in issues being resolved more quickly, which is consistent with the intent of the PSEA.

4.14 The PSST is the organization for formal recourse for internal appointment processes. It has the responsibility for considering and disposing of abuse of authority complaints stemming from internal appointments, lay offs, the implementation of corrective measures ordered by the PSST and the revocation of appointments.

4.15 The PSC expects to see deputy heads resolve more appointment issues internally. This will result in issues being resolved more quickly, which is consistent with the intent of the PSEA.

4.16 **Managing priority entitlements** – The PSEA and the PSER govern appointments to public service positions. Both contain special clauses that give specified classes of persons who meet certain conditions the right to appointment priority. Such rights are valid for specified periods.

4.17 Priority entitlements help people cope with job transitions prompted by various events that affect their personal or professional life, such as workforce reduction, becoming disabled, returning from extended leave or the relocation of a spouse or common-law partner. Such entitlements also assist the employer in retaining competent employees and meeting its obligations in situations of workforce reduction.

4.18 The PSC is responsible for applying the provisions of the PSEA respecting staffing priorities and ensuring the fair and transparent implementation of sound staffing practices and compliance with the relevant legislation. Among other things, the PSC establishes and interprets guidelines for the administration and application of priority entitlements, provides information to the HR community and priority persons and administers the Priority Information Management System (PIMS) so as to ensure that priority entitlements are valid and that departments and agencies respect them.

4.19 **Monitoring priority entitlements** – As mentioned in last year's Annual Report, the PSC monitors departmental and agency performance in the administration of priority entitlements at a number of levels. In addition to the four main areas of monitoring activity reported last year (entitlements proposed by departments and agencies, proper input of information in the PIMS, the screening and referral process, and assessment results as reported by departments and agencies), the PSC expanded its approach to include the monitoring of the:

- use of section 43 of the PSEA, which allows organizations to not apply priority entitlements when so doing would create another priority entitlement; and
- the length of time organizations take to consider priority persons for appointment to ensure that assessment is done in a fair and timely manner.

In 2008-2009, the PSC will be conducting a survey of priority persons to better understand the health of the priority administration system.

4.20 To support new users and improve knowledge of new procedures and tools, the PSC revamped its on-line tools, including its Guide on Priority Administration, and upgraded its automated PIMS. The PSC also offered training sessions to those organizations who demonstrated considerable difficulty in administering priority entitlements.

4.21 In 2008-2009, the PSC will be conducting a survey of priority persons to better understand the health of the priority administration system.

4.22 **Support for former Canadian Forces and RCMP members** – In conjunction with the *Veterans Charter*, in 2005, the PSC expanded its priority entitlement for Canadian Forces (CF) and Royal Canadian Mounted Police (RCMP) members who are released or discharged from service for medical reasons. The aim of the priority entitlement is to provide these former CF and RCMP members, for a limited period, with the opportunity for priority appointment to positions in the public service for which they meet the essential qualifications.

4.23 As indicated in Table 2, demand for this priority entitlement has increased substantially as the number of persons who meet the expanded criteria has grown. The number of indeterminate appointments resulting from this priority entitlement has also grown correspondingly. It is worth noting that, to date, all but two of these new priority entitlements and all appointments relate to former CF members.

Table 2 – Canadian Forces and RCMP: New entitlements compared to appointments

	2003-2004	2004-2005	2005-2006	2006-2007	2007-2008
New entitlements	54	60	78	206	244
Appointments	29	36	48	112	138

4.24 Unlike most other persons with priority entitlement, former CF members who meet the criteria laid out in section 8 of the PSER, are not public servants and do not have an understanding of the federal public service and its staffing system. The PSC works closely with the Department of National Defence to ensure that these priority persons are well supported.

...PSEA now ensures that deputy heads must reinstate CF reservists who take leave from their federal public service positions in order to take part in an operation or activity directly related to their duties as reservists.

4.25 **Support for Canadian Forces reservists** – To reflect government support for reservists, Bill C-40 was passed in April 2008 to amend the relevant legislation. The PSEA was amended to provide those members of the reserve force who are also federal public service employees with the right to return to their position in the federal public service at the end of a leave of absence to take part in an operation or activity referred to in the *Canada Labour Code*. The PSC worked closely with Human Resources and Social Development Canada (HRSDC) to support the amendments to the *Public Service Employment Act* and the *Canada Labour Code*. Section 41.1 of the PSEA now ensures that deputy heads must reinstate CF reservists who take leave from their federal public service positions in order to take part in an operation or activity directly related to their duties as reservists.

4.26 **Spousal priority** – In November 2005, stakeholders discussed whether the PSEA should be amended to facilitate the appointment of spouses of members of the CF, the RCMP and public service employees whose death was attributable to service. During 2006-2007, further analysis and consultations with the Human Resources Council, the National Staffing Council and the Public Service Commission Advisory Council indicated that a priority entitlement for appointment was feasible, practical and in the best interest of the public service. In 2008, the PSC will establish a regulatory priority entitlement for surviving spouses who qualify for appointment to advertised external positions. This will also apply to spouses of Reservists whose death resulted from service to the country.

4.27 **Mobility rights for former ministers' staff** – Further to amendments made by the *Federal Accountability Act* in December 2006, section 35.2 of the PSEA now permits individuals employed in a minister's office, the right to participate in advertised internal appointment processes open to employees in the federal public service once they have worked as exempt staff for three years. This mobility right starts as of the date the individual ceases to be employed as exempt staff and lasts for one year.

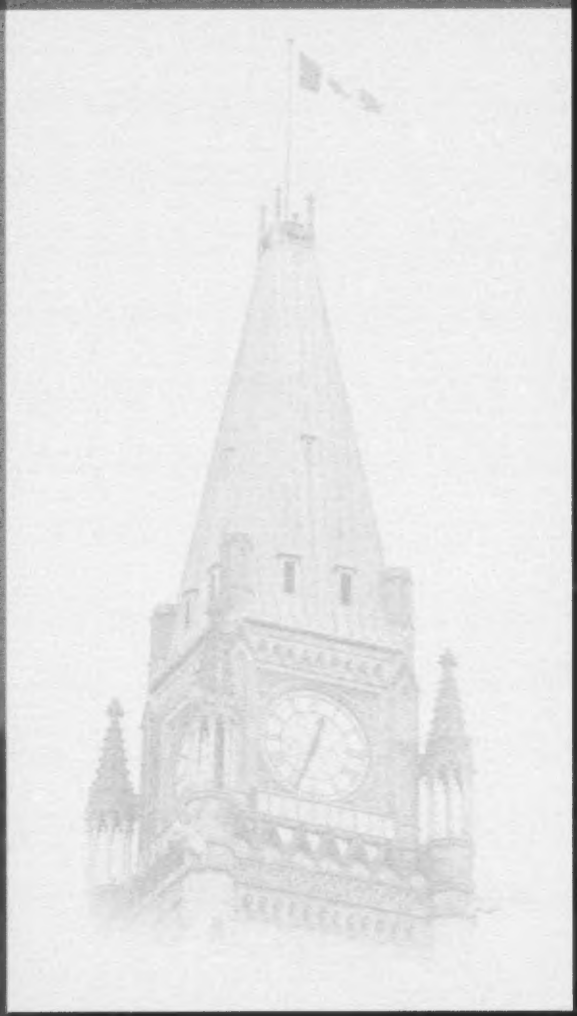
4.28 To ensure appropriate monitoring of this mobility right allowing movement between ministers' offices and the public service, the PSC has put in place the following procedures:

- the PSC has retained the authority to confirm whether exempt staff who cease to be employed meet the criteria set out in the PSEA to participate in advertised internal processes;
- former ministers' staff members who wish to participate in internal advertised processes will need to request confirmation of their eligibility from the PSC. The PSC will provide those who meet the criteria with a written certificate of eligibility;
- individuals will have to submit this certificate with their applications to advertised internal appointment processes open to employees of the public service in order to be included in the area of selection; and
- the PSC will provide persons who have received a certificate of eligibility with access to the government's Web site on which advertised internal processes are made available to federal public servants (Publiservice).

4.29 The PSC has amended its Appointment Delegation and Accountability Instrument to reflect the above mentioned conditions.

Chapter 5

A highly delegated staffing system

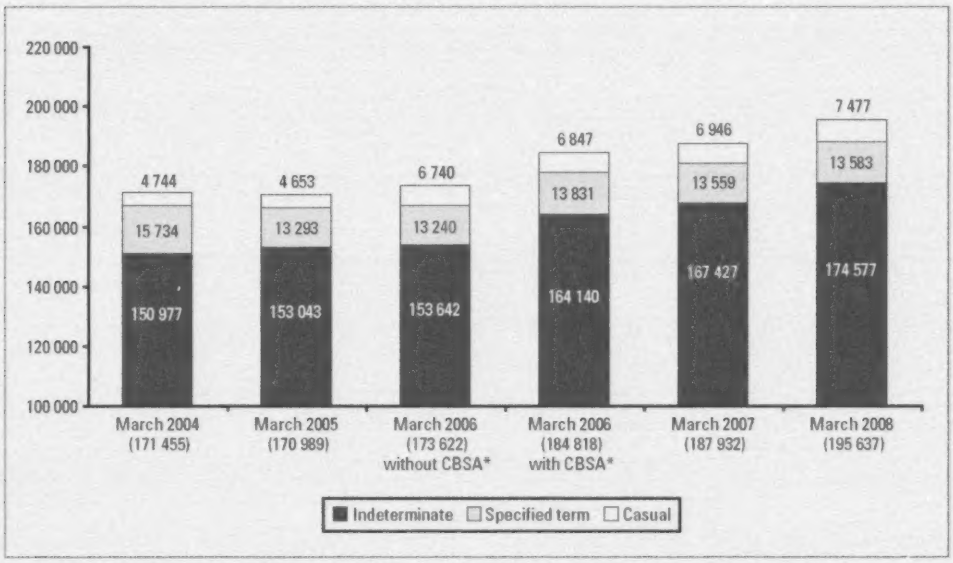


5 A highly delegated staffing system

5.1 The Public Service Commission (PSC) continues to articulate the authorities it delegates to deputy heads in its Appointment Delegation and Accountability Instrument (ADAI). This instrument is the formal document by which the PSC delegates its authorities to deputy heads. It identifies authorities, any conditions related to the delegation and sub-delegation of these authorities and how deputy heads will be held accountable for them.

5.2 As of March 31, 2008, 82 ADAIs were in effect between the PSC and deputy heads. The deputy heads were in a position to exercise the delegated authorities of the *Public Service Employment Act* (PSEA) according to the conditions prescribed by the ADAI. These organizations included 188 160 employees and an additional 7 477 casual workers. This represented a growth of 4.1% over the previous year. The number of casual workers grew by 7.6% over the previous year.

Figure 1 – PSEA population by tenure and year



Source: PSC population files
*Canada Border Services Agency

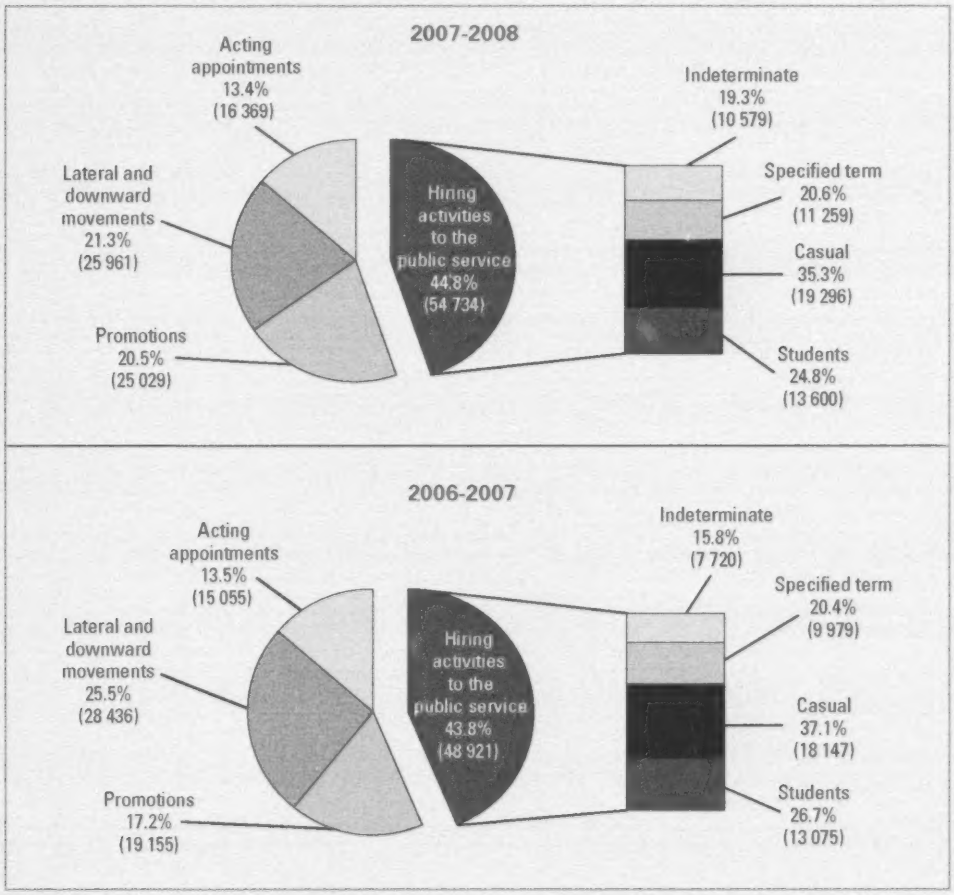
5.3 Notable growth, contributing to the 4.1% year-over-year population increase, occurred in the Canada Border Services Agency, Foreign Affairs and International Trade Canada [due mainly to the growth experienced by Passport Canada (33%)], Correctional Service Canada and Health Canada. Please see Table 44 within Appendix 4 for a detailed listing of departments and agencies population changes from March 2007 to March 2008.

5.4 The number of indeterminate, term and casual employees in the National Capital Region increased to 82 875, up from 78 818 employees the year before. This is an increase of 5.1%.

5.5 **Overall public service hiring and staffing activities** – Organizations conducted 122 093 staffing actions during 2007-2008, of which 89 197 were appointments to or within the public service (73 106 indeterminate and 16 091 specified term), 13 600 were students and an additional 19 296 were casual workers (Figure 2). This represented a 9.4% increase in staffing activity over the previous fiscal year.

The number of indeterminate, term and casual employees in the National Capital Region increased to 82 875, up from 78 818 employees the year before. This is an increase of 5.1%.

Figure 2 – Overall public service hiring and staffing activities*

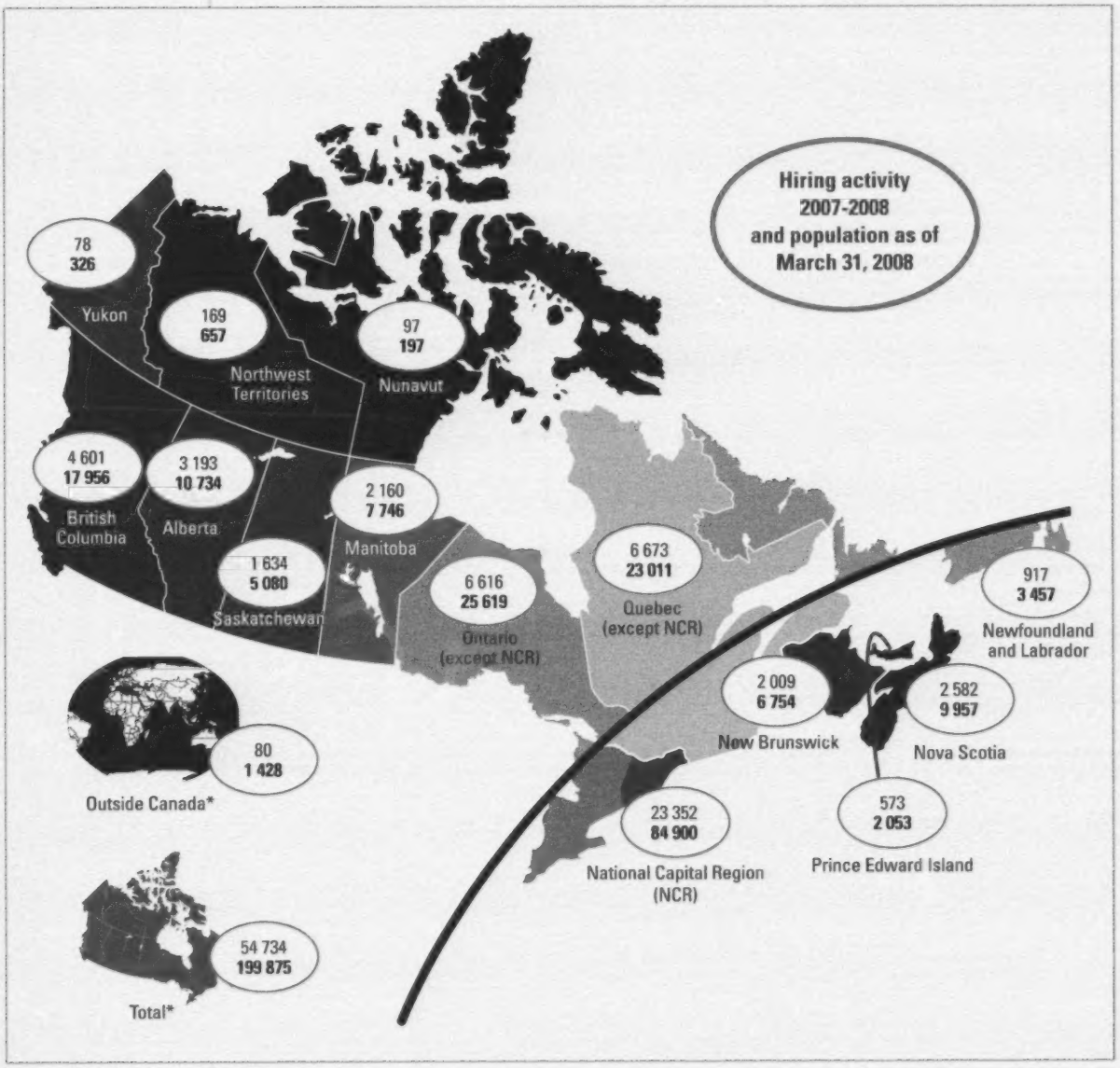

2007-2008
Acting appointments 13.4% (16 369)
Lateral and downward movements 21.3% (25 961)
Promotions 20.5% (25 029)
Hiring activities to the public service 44.8% (54 734)
Indeterminate 19.3% (10 579)
Specified term 20.6% (11 259)
Casual 35.3% (19 296)
Students 24.8% (13 600)
2006-2007
Acting appointments 13.5% (15 055)
Lateral and downward movements 25.5% (28 436)
Promotions 17.2% (19 155)
Hiring activities to the public service 43.8% (48 921)
Indeterminate 15.8% (7 720)
Specified term 20.4% (9 979)
Casual 37.1% (18 147)
Students 26.7% (13 075)

Source: PSC hiring and staffing activities files

*Please see technical notes, Table 35 within Appendix 4.

5.6 **Hiring activity to the public service by geographic area** – Hiring activity to public service positions across the country during 2007-2008 totalled 54 734. Of these, 21 838 were to indeterminate and specified term positions, 19 296 were casual workers and 13 600 were students. Figure 3 shows the distribution of this hiring activity by geographic area.

Figure 3 – Hiring activity to the public service by geographic area compared to the population as of March 31, 2008*

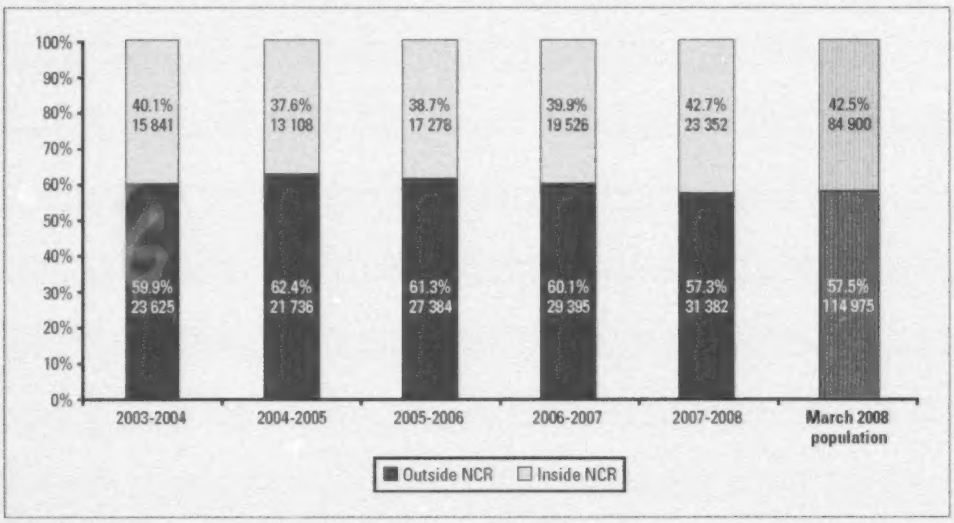


Source: PSC hiring and staffing activities files and population files

*Totals include indeterminate, specified term, casual and student hiring activity to the public service and population.

5.7 **Hiring activity within and outside the National Capital Region, compared to the population as of March 2008** – Approximately 43% of this hiring activity (23 352 out of 54 734) in 2007-2008 was to positions located in the National Capital Region (NCR). Figure 4 shows that the proportion of the public service hiring activity (indeterminate, specified term, casual and students) within the NCR has remained relatively stable over the past five years despite an increase in absolute numbers. The proportion of hiring activity is consistent with the public service employee population distribution as of March 31, 2008.

Figure 4 – Hiring activity inside and outside the National Capital Region, compared to the population as of March 31, 2008



Source: PSC hiring and staffing activities files and PSC population files

5.8 Sixty-five percent of indeterminate and term appointments to the public service were in two occupational categories; Administrative and Foreign Service (7 546) and Administrative Support (6 649). Three groups within these two occupational categories accounted for over 50% of the appointments to the public service: CR (6 530), PM (3 007) and AS (1 824).

5.9 The average age of indeterminate and term appointees to the public service was 36 (35 for women and 36 for men). Women outnumbered men, accounting for 57% of these appointments. Seventy-one percent of these appointees listed English as their first official language while 29% listed French.

5.10 **Executive Group** – As of March 31, 2008, 4 357 individuals occupied indeterminate or specified term positions in the EX Group (EX-1 to EX-5) in PSEA organizations, an increase of 5.7% (236) from the year before. This represents an increase for a third consecutive year.

- Of the five levels in the EX group, the population at the EX-4 level has increased the most, proportionally, over the previous year, from 172 to 195 employees (or 13.4%). The number of individuals at the EX-5 level dropped by 3 persons (-3.7%) over the same period.
- The EX-1 level continues to be the largest group, comprising 52.3% (2 278) of the total EX population. As of March 31, 2008, the EX-1 level population had grown by 134 (6.3%) over the previous year and by 306 (15.5%) since March 2004. In comparison, the number of public servants occupying an indeterminate or a specified term position in PSEA organizations increased by 4.1% and by 12.9%, respectively, over the same periods.

Table 3 – Population of EX group by level and fiscal year

Level	March 2004	March 2005	March 2006	March 2007	March 2008
EX-1	1 972	1 977	1 999	2 144	2 278
EX-2	947	892	920	996	1 072
EX-3	674	682	733	728	734
EX-4	173	177	177	172	195
EX-5	77	71	81	81	78
TOTAL	**3 843**	**3 799**	**3 910**	**4 121**	**4 357**

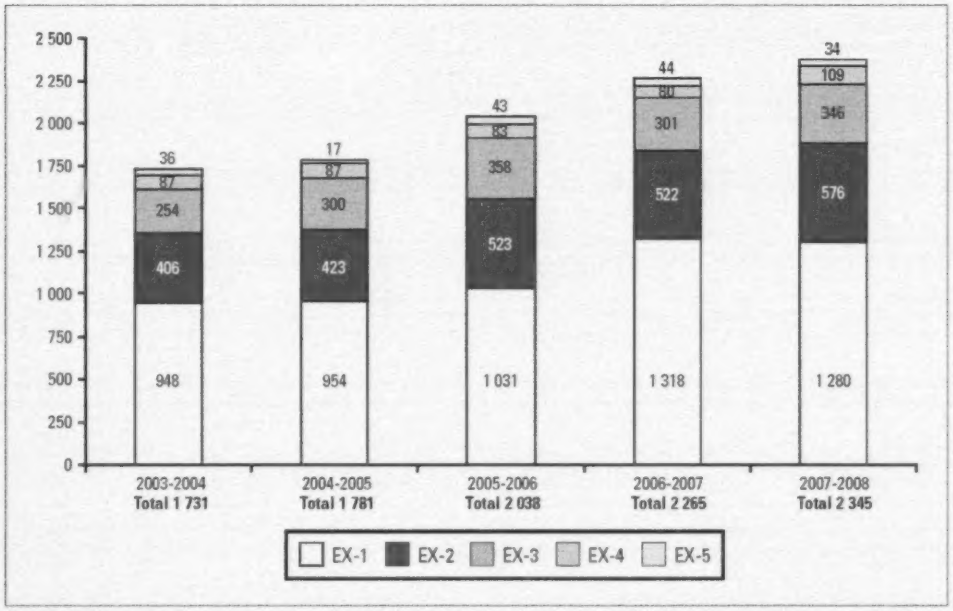
Source: PSC population files

Note: Totals include indeterminate and specified terms in PSEA organizations.

5.11 **EX staffing activities by fiscal year and level** – The total number of staffing activities in the EX group rose steadily over the last five years, from 1 731 in 2003-2004 to 2 345 in 2007-2008. This represents an increase of 35.5% (614). A total of 2 345 EX staffing activities in 2007-2008 (including appointments to the public service, promotions, lateral and downward movements and acting appointments) represented an increase of 3.5% over the previous year.

- In 2007-2008, more than half (54.6%) of the staffing activities within the EX group were concentrated in the EX-1 level positions, a rate comparable to that of the last five years.
- The number of staffing activities at the EX 5-level has dropped 22.7% from last year, going from 44 in 2006-2007 to 34 in 2007-2008.

Figure 5 – EX staffing activities by fiscal year and level



Source: PSC hiring and staffing activities files

5.12 In 2007-2008, there were 790 EX acting appointments greater than four months, made across the public service. This is an increase of 3% over the previous year; however, the increase in acting appointments is comparable to the increase in the total number of EX appointments (3.5%). The number of promotions within the EX group increased by 94 in 2007-2008, or 11% over the previous year.

Table 4 – Promotions and acting appointments *to* and *within* the EX group by fiscal year

Activity	2003-2004	2004-2005	2005-2006	2006-2007	2007-2008	% increase (over last year)
TOTAL EX appointments	**1 731**	**1 781**	**2 038**	**2 265**	**2 345**	**3.5%**
Promotions	600	466	677	856	950	11.0%
Acting appointments	572	673	754*	767	790	3.0%

Source: PSC hiring and staffing activities files

*The *2005-2006 Annual Report* incorrectly noted 752 acting appointments for 2005-2006.

5.13 In 2007-2008, 1 653 of the 2 345 appointments to or within the EX group (70.5%) were "bilingual imperative". This means that candidates must meet the language requirements of the position when they accept the offer. The steady increase seen over the last five years may be a result of the Treasury Board *Directive on the Staffing of Bilingual Positions* which came into effect in April 2004. (Refer to Table 5) Among all five levels of the EX group, the EX-5 had the highest percentage of bilingual imperative appointments, with 30 out of 34 appointments in 2007-2008, or 88.2%.

Table 5 – Number and percentage of bilingual imperative appointments *to* and *within* the EX group, by level and fiscal year

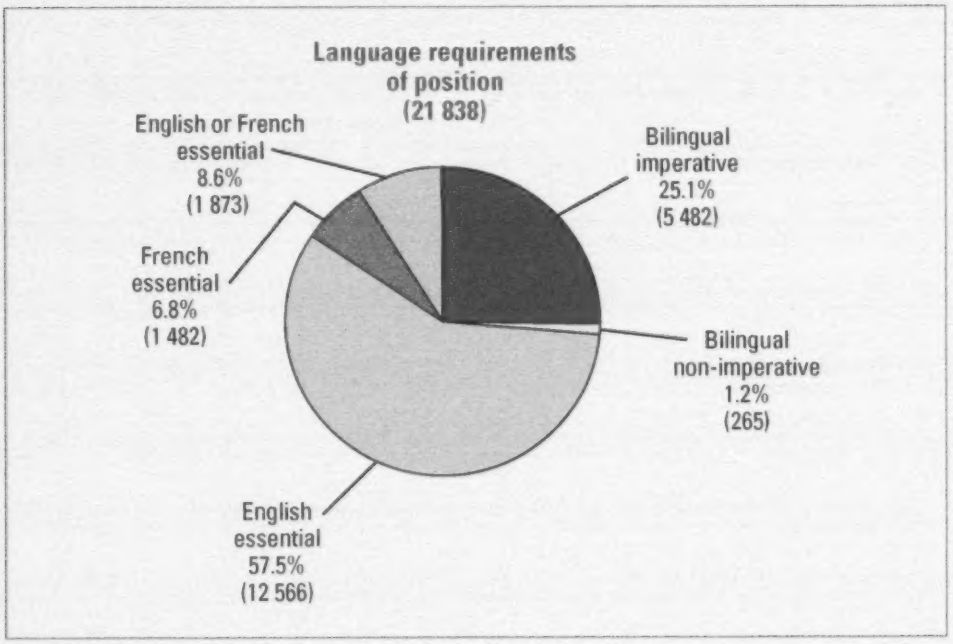
	2003-2004		2004-2005		2005-2006		2006-2007		2007-2008	
	No.	%*	No.	%*	No.	%*	No.	%*	No.	%*
EX-1	517	54.5	559	58.6	674	65.4	865	65.6	880	68.8
EX-2	211	52.0	273	64.5	338	64.6	363	69.5	418	72.6
EX-3	158	62.2	198	66.0	284	79.3	240	79.5	245	70.8
EX-4	63	72.4	59	67.8	60	72.3	68	85.0	80	73.4
EX-5	27	75.0	14	82.4	35	81.4	38	86.3	30	88.2
Sub-total bilingual imperative appointments	976	56.3	1 103	61.9	1 391	68.2	1 574	69.5	1 653	70.5
TOTAL EX appointments	**1 731**		**1 781**		**2 038**		**2 265**		**2 345**	

Source: PSC hiring and staffing activities files

*Percentages are calculated on the total EX appointments by level.

5.14 **Official languages** – PSC statistics demonstrate that there are many opportunities for unilingual and bilingual Canadians to join the public service. Figures 6-9 indicate the number of appointments staffed by the language requirements of the position.

Figure 6 – Appointments *to* the public service by language requirements of position, 2007-2008*

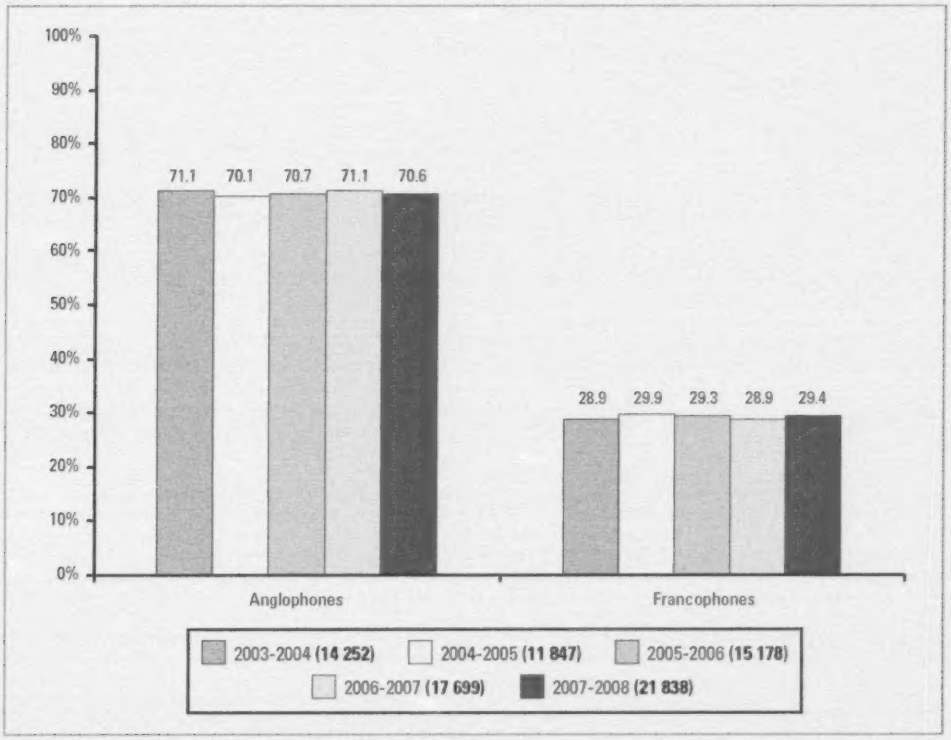

Language requirements of position (21 838)
English or French essential 8.6% (1 873)
Bilingual imperative 25.1% (5 482)
French essential 6.8% (1 482)
Bilingual non-imperative 1.2% (265)
English essential 57.5% (12 566)

Source: PSC hiring and staffing activities files

*Please see technical notes, Table 41 within Appendix 4.

5.15 **Appointments *to* the public service by first official language** – PSC statistics also demonstrate that there are significant opportunities for both Anglophone and Francophone Canadians. In 2007-2008, 70.6% of persons appointed to the public service indicated English as their first official language, whereas 29.4% indicated French. These percentages have remained relatively unchanged over the past five years.

Figure 7 – Appointments *to* the public service by first official language group*

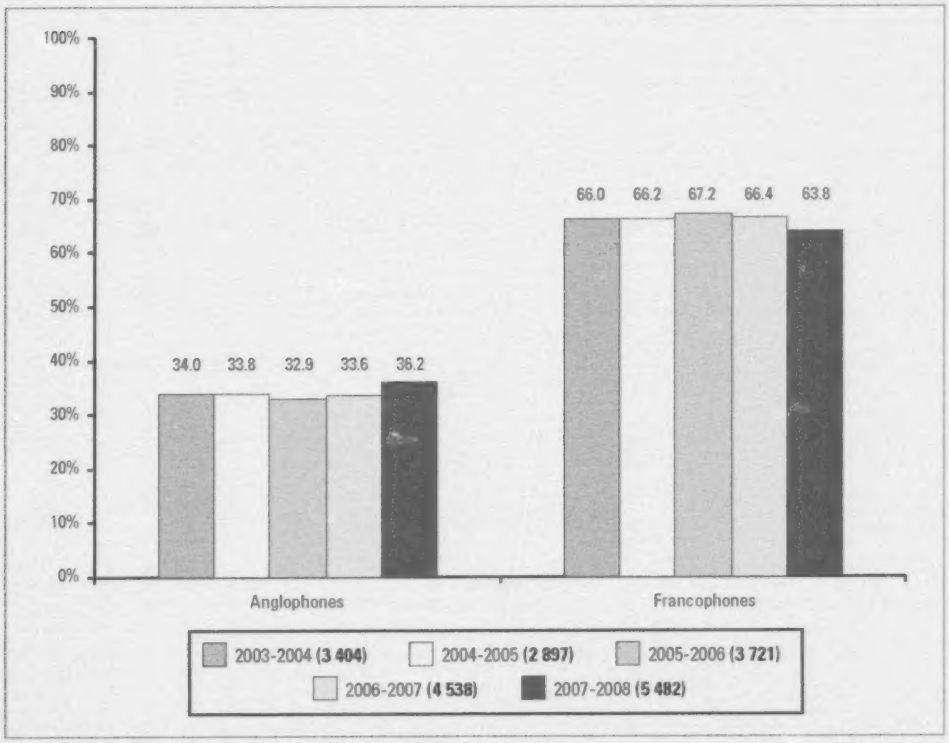


Source: PSC hiring and staffing activities files

*Please see technical notes, Table 41 within Appendix 4.

5.16 **Appointments *to* the public service by first official language group for bilingual imperative positions only** – The number of Anglophones and Francophones being appointed to bilingual imperative positions to the public service has also remained stable, with 36.2% of the appointees being of Anglophone and 63.8% being of Francophone.

Figure 8 – Appointments *to* the public service by first official language group for bilingual imperative appointments only*



Source: PSC hiring and staffing activities files

*Please see technical notes, Table 41 within Appendix 4.

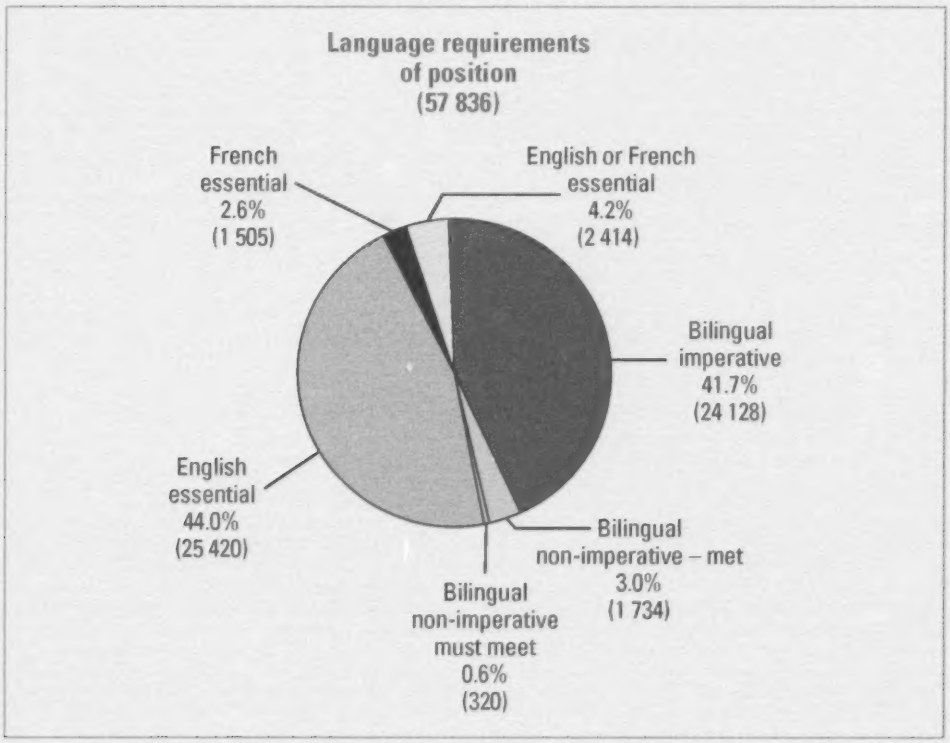
5.17 **Public Service Official Languages Exclusion Approval Order** – Under the Treasury Board *Directive on the Staffing of Bilingual Positions*, positions may be staffed on a non-imperative basis under specific circumstances. The **Public Service Official Languages Exclusion Approval Order** (PSOLEAO, or Order) is the regulatory instrument whereby a public servant may be exempted for up to two years from the obligation to meet the language requirements of their position, if it was staffed on a non-imperative basis.

5.18 This initial exemption period may be extended for the reasons set out in the *Public Service Official Languages Appointment Regulations* (the Regulations). Note that official language proficiency is an essential qualification.

5.19 Of the 57 836 indeterminate appointments made *to* and *within* the public service in 2007-2008 (excludes acting appointments), 2 054 were appointments resulting from a bilingual non-imperative process. The Order applies to 320 of these appointments for which the incumbents did not meet

the language requirements of their positions at the time of appointment. These incumbents are entitled to language training and must meet the language requirements within two years.

Figure 9 – Appointments *to* the public service and staffing activities *within* the public service, by language requirements of position, for indeterminate only 2007-2008*


Language requirements of position (57 836)
French essential 2.6% (1 505)
English or French essential 4.2% (2 414)
Bilingual imperative 41.7% (24 128)
English essential 44.0% (25 420)
Bilingual non-imperative – met 3.0% (1 734)
Bilingual non-imperative must meet 0.6% (320)

Source: PSC hiring and staffing activities files

*Please see technical notes, Table 41 within Appendix 4. Excludes acting appointments.

5.20 The number of non-imperative appointments to positions whose incumbents are required to meet the language requirements has been falling steadily for the last five years. On the other hand, the proportion of public servants not meeting the language requirements of their position, upon appointment, has remained essentially the same (see Table 6).

Table 6 – Number of employees exempted under the PSOLEAO

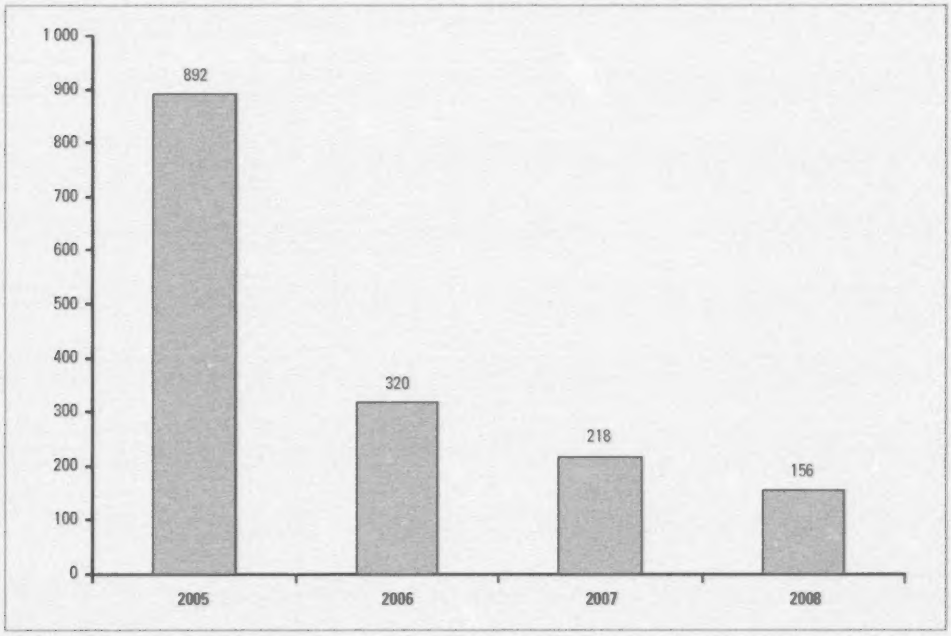
Fiscal year	Indeterminate appointments to bilingual positions	Non-imperative appointments (% of bilingual positions)	Employees not meeting the requirements upon appointment (% of non-imperative appointments)
2003-2004	17 786	3 848 (22%)	523 (14%)
2004-2005	16 029	2 768 (17%)	454 (16%)
2005-2006	19 793	2 180 (11%)	308 (14%)
2006-2007	22 744	2 294 (10%)	354 (15%)
2007-2008	26 182	2 054 (8%)	320 (16%)

Source: PSC hiring and staffing activities files, excluding acting appointments

5.21 Each year, organizations are required to report situations in which employees who were appointed on a non-imperative basis still do not meet the language requirements of their position after the expiry of the initial two-year exemption period. On March 31, 2008, there were 402 employees whose initial two-year period had expired and who did not meet the language requirements of their position.

5.22 **Trend towards compliance** – If an exemption expires before the incumbent meets the language requirements of their position, it must be extended in accordance with the provisions of the Order. In the past, we have noted that organizations do not always ensure that exemptions are extended to keep them compliant with the provisions of the Order. Since March 31, 2005, a steady decrease has been noted in the number of cases exceeding two years that are not compliant with the Order or its Regulations. On March 31, 2008, there were 156 such cases, whereas on March 31, 2005 there were 892. The reduction in the number of cases is attributed to the PSC's monitoring and constant efforts to enhance organizations' awareness.

Figure 10 – Number of non-compliant situations as of March 31 of each year



Source: PSC files on official languages

5.23 **Harmonization of the two Orders** – In 2005, the PSC revised the 1981 PSOLEAO (the Order), under which, at the discretion of the PSC or an authorized deputy head, the initial two-year exemption on a commitment to become bilingual could be extended. However, it did not specify the length or circumstances of such extensions.

5.24 The Order that has been in force since December 31, 2005 specifies that the total length of one or more extensions cannot exceed two additional years. The circumstances in which an extension is possible are set out in the Regulations.

5.25 To move towards greater uniformity for providing extensions, the PSC approved an approach aimed at harmonizing the application of the former 1981 Order with the spirit and intent of the current Order. In so doing, the PSC's goal is to ensure that any extensions granted under the previous Order follow the principles of the current one.

5.26 The PSC will be actively following cases in which the appointment took place under the former PSOLEAO and the incumbents still do not meet the linguistic requirements of their positions. To this end, the PSC will start monitoring the 184 cases reported by organizations for which the appointment took place four or more years ago. A list of these long-standing cases by organization can be found in Table 46 within Appendix 4. It is worth noting that currently these 184 long-standing cases represent nearly half (45.7%) of the 402 cases exceeding the initial two-years exemption period.

Chapter 6

Progress in achieving the objectives of the *Public Service Employment Act*

6 Progress in achieving the objectives of the *Public Service Employment Act*

6.1 The *Public Service Employment Act* (PSEA) establishes the statutory basis for staffing a non-partisan public service and gives the Public Service Commission (PSC) sole authority for appointments to and within the public service. The legislation authorizes the PSC to delegate its appointment and appointment related authorities to deputy heads – who, in turn, may sub-delegate this authority to hiring managers. The PSC holds deputy heads accountable for the proper exercise of their delegated authorities using a continuum of tools.

6.2 A key component of this continuum is the annual monitoring of the staffing activities of departments and agencies. The PSC uses the results of its annual monitoring exercise to assess the integrity of the staffing system and progress towards the implementation of the expected results of the PSEA. Feedback to deputy heads is provided to support continuous improvement in achieving these objectives.

The SMAF is designed to operate as an "early warning system" and to point to areas where further efforts are required...

6.3 The basis for this monitoring exercise is established in the PSC's Staffing Management Accountability Framework (SMAF). In 2007-2008, the PSC updated the SMAF to better reflect the current stage of implementation of the PSEA. The previous version placed greater focus on the readiness of departments and agencies to accept delegated staffing authorities, while the current SMAF is designed to assess progress in achieving the expected outcomes of the PSEA.

6.4 The new SMAF is designed to assess progress in PSEA implementation from two perspectives:

- progress in key change areas; and
- progress in improved outcomes.

It is designed to operate as an "early warning system" and to point to areas where further efforts are required to improve the management performance of departments and agencies.

6.5 **Progress in key change areas** – The PSC identified four key change management areas essential to success in achieving the expected results of the PSEA.

- Delegation of staffing to deputy heads – Progress with respect to establishing a fully working framework of delegated authority and responsibility for the federal government's staffing function on the part of deputy heads, with intended improvements in flexibility and effectiveness.

- HR planning and integration with business planning – Integration of business planning, HR planning and staffing strategies at the individual departmental and agency level, enabling increased responsiveness to each organization's strategic needs.
- Organizational HR support systems – Strengthened staffing support systems within each organization to facilitate progress with respect to operational implementation under PSEA and improved speed of staffing.
- Managerial accountability for results – Increased direct accountability for actual results achieved in staffing on the part of individual departments and agencies, including strategies for improving future performance.

6.6 **Progress in improved outcomes** – The preamble to the PSEA sets out a vision of a values-based approach to staffing. In addition to merit and non-partisanship, the staffing system is guided by the values of fairness, transparency, access and representativeness. The delegated model is also expected to provide hiring managers with opportunities and flexibility to tailor staffing programs and processes to their organizational needs. These expected outcomes are reflected in the SMAF:

- effectiveness and adherence to the values of the PSEA – merit, non-partisanship, fairness, transparency, access and representativeness; and
- improved flexibility and efficiency, particularly regarding speed of staffing.

The PSC's new monitoring approach resulted in a reduction of up to 60% in the reporting requirements placed on departments and agencies by the PSC.

6.7 The PSC's monitoring function is informed by operational statistics and by feedback provided by departments and agencies through their Departmental Staffing Accountability Reports (DSAR). In revising its monitoring approach in 2007-2008, the PSC took the opportunity to make greater use of its central data bases and provided organizations with quantitative indicators to help them self-assess their own staffing activities. This new monitoring approach resulted in a reduction of up to 60% in the reporting requirements placed on departments and agencies by the PSC.

6.8 Departments and agencies were individually assessed in 2007-2008 based on up to 35 possible performance indicators. In making the assessment of organizational performance, four possible ratings were assigned to each area monitored:

- strong management performance by departments and agencies;
- acceptable management performance – consistent with the basic requirements outlined in Appointment Delegation and Accountability Instruments (ADAI);

- opportunities for management to improve – less than fully acceptable; and
- areas in need of urgent management attention.

6.9 The PSC viewed this year as one of transition in implementing the new SMAF. The PSC expects the performance of organizations to improve over time as they become more experienced with the current PSEA.

Table 7 – Staffing Management Accountability Framework

Key change areas	Intended effects: Progress in key change areas				Intended effects: Progress in improved outcomes	
	Delegation of staffing to deputy heads	HR Planning and integration with business planning	Organizational HR support systems	Managerial accountability for results	Results: flexibility and efficiency	Results: effectiveness and adherence to staffing values
Detailed ongoing performance indicators	• Departments/ agencies: sub-delegation instrument developed and operational • Percent managers having passed mandatory delegation testing on human resources management • Absence of temporary suspensions of delegated authority to departments and agencies by PSC	• Staffing strategies strategically linked to business plans and HR plans • Staffing strategies meet key requirements • Reduction in percent of casuals/terms going to indeterminate positions • Improved trend in FTE utilization versus budgeted	• Manager satisfaction with quality of overall staffing services • Manager satisfaction with timeliness and quality of staffing information systems • Reduced PE turnover; improved trend in number of PEs versus (a) department/ agency employment levels (b) level of staffing activities • Increased percent of HR advisors with continuous training on staffing	• Variance between plans/ targets of HR staffing activities vs. actuals: Are these assessed? Are they sufficiently explained? Are they clearly reported? • In-house assessment of any problems (as per above) plus corrective action • Staffing performance deficiencies identified in feedback from PSC are corrected in a timely fashion	• Improved manager satisfaction with flexibility in making appointments • Reduced length of time for hiring process • Progress with appointee satisfaction regarding duration of appointment process	• Merit • Non-partisanship • Fairness • Transparency • Access • Represent-ativeness

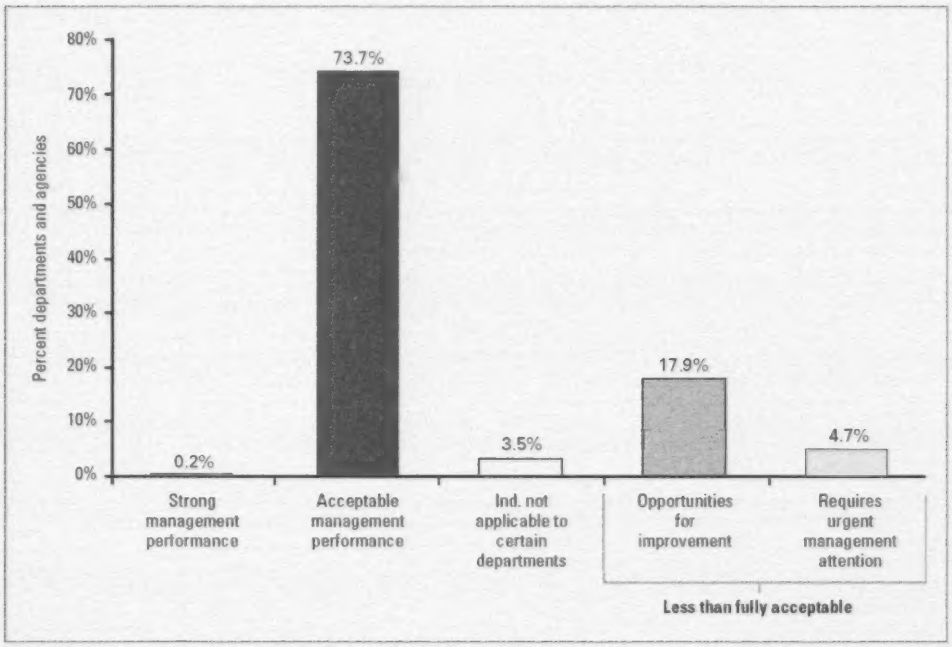
6.10 Overall progress in key change areas

> Within the delegated staffing system, the overall management performance picture that emerges to date is acceptable, with few examples of management excellence in responding to the changes needed to meet the objectives of the PSEA.

6.11 The majority (approximately 75%) of the performance indicators reviewed across departments and agencies for 2007-2008 were assessed as acceptable in that they were consistent with the basic requirements of the ADAI. However, the PSC's monitoring found little evidence of strong management performance, which is focused on change-driven innovations and leading-edge developments to meet the PSEA's objectives (see Figure 11).

6.12 About 23% of the performance areas rated across departments and agencies were found to be less than fully acceptable, with 4.7% in need of urgent management attention. Overall, the results in these two categories are focused on three areas that are all important for achieving PSEA objectives: HR planning and integration with business planning, organizational HR support systems, and managerial accountability for results.

Figure 11 – Overall assessment of performance indicators across all departments and agencies for 2007-2008



Source: PSC 2007-2008 DSAR results

6.13 **The delegated staffing model is in place across organizations**

> A fully established framework for the delegated staffing system is now in place across the federal public service.

6.14 The PSC holds deputy heads accountable for the exercise of the PSC authorities delegated to them through Appointment Delegation and Accountability Instruments (ADAIs). Since last year, the PSC has issued a total of 29 new ADAIs – 27 as a result of changes to the deputy head in the organization, and two as a result of changes to the conditions in the ADAI of the organization involved, following PSC oversight activities.

6.15 One of the conditions of the delegation of PSC authorities to deputy heads requires that sub-delegated managers have access to an HR specialist whose expertise in the PSC Appointment Framework has been validated by the PSC. The PSC uses the Appointment Framework Knowledge Test (AFKT) to validate this expertise. In 2007-2008, the PSC updated the AFKT and the Self-Assessment Questionnaire to reflect refinements to the Appointment Framework. In addition, the AFKT was made available in an on-line format to enhance efficiencies and security in the administration of the test.

The public service can be described as functionally operating under a fully delegated staffing regime, with individual deputy heads fully in charge of, and accountable for, implementing their staffing processes...

6.16 The evidence from Departmental Staffing Accountability Reports (DSARs) confirms that important progress has been achieved in setting up the delegated staffing system under the PSEA. Of the 75 departments and agencies that submitted DSARs, the overwhelming majority met an acceptable management level, with the necessary delegation instruments in place and operational. Very few organizations were less than fully acceptable and in only three cases were temporary conditions placed on their delegated authority by the PSC.

6.17 The public service can be described as functionally operating under a fully delegated staffing regime, with individual deputy heads fully in charge of, and accountable for, implementing their staffing processes within the PSC's accountability framework. Within this context, the performance of individual organizations, therefore, largely determines the success of the implementation of the PSEA.

6.18 **Further progress needed in HR planning and integration with business planning**

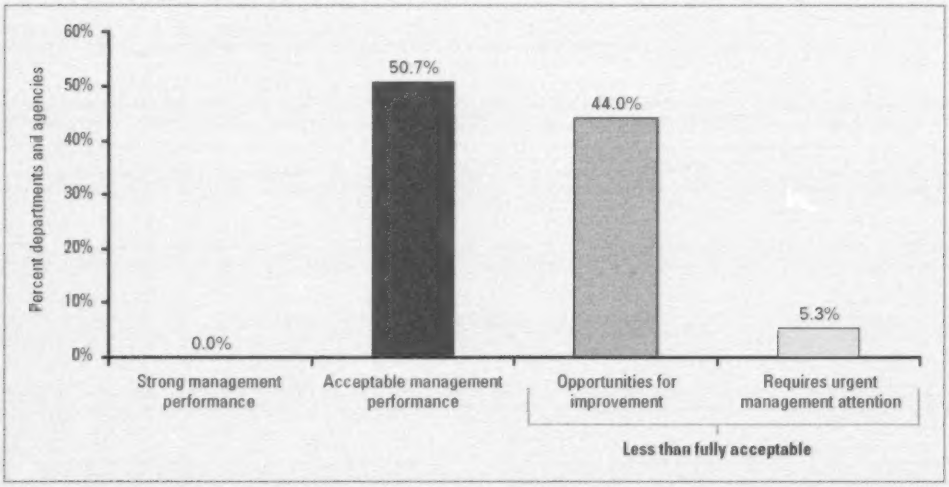
> An important start has been made by departments and agencies in improved planning of staffing strategies, but more progress is required to achieve the objectives of the PSEA.

6.19 An important start has been made in strengthening the effectiveness of organizational staffing strategies as part of a more integrated planning process. By combining business planning with HR planning in a more integrated fashion, staffing strategies can be more responsive to organizational needs – both in the short and long term.

6.20 However, there is still a requirement for improvement in HR planning, with about 50% of departments and agencies assessed as less than fully acceptable (Figure 12). In particular, the PSC noted a need to develop more concrete and precise staffing strategies with measurable staffing targets. This is central to producing a more effective and efficient, and therefore more responsive, staffing function across the public service.

...the PSC noted a need to develop more concrete and precise staffing strategies with measurable staffing targets. ...producing a more effective and efficient, and therefore more responsive, staffing function...

Figure 12 – Assessment of staffing strategies across departments and agencies



Source: PSC 2007-2008 DSAR results

6.21 The importance of a robust, well-managed planning function is demonstrated by overall DSAR performance results. The PSC found variations in management performance related to the flexibility and efficiency of staffing processes across departments and agencies. While a number of factors can affect the performance of the staffing process, the PSC noted that overall, acceptable or strong performance in HR planning in 2007-2008 was associated with improved outcomes (see Table 8).

Table 8 – HR planning linkages with efficiency in staffing processes

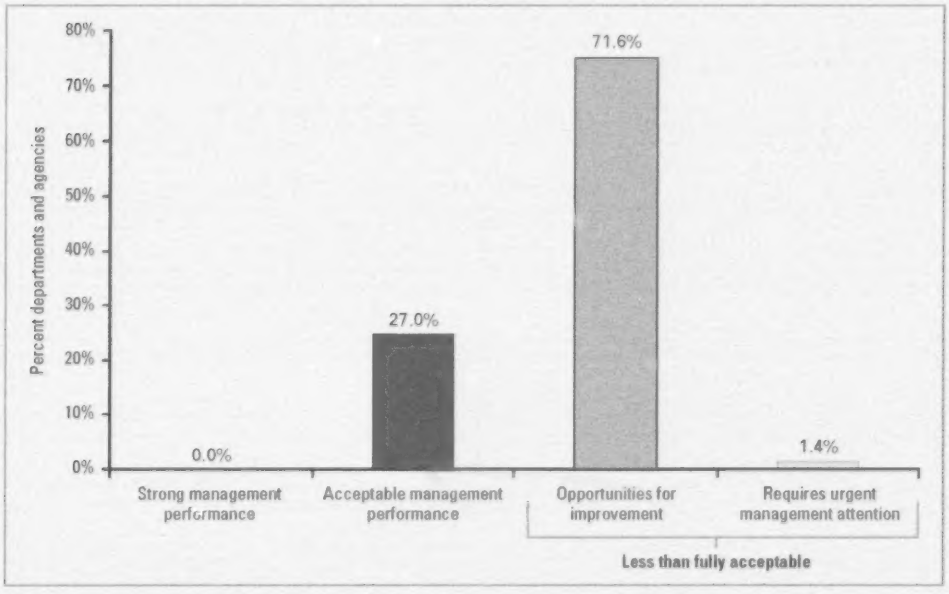
Organizations with positive performance in HR planning	Associated with organizations with
• Staffing strategies that meet key requirements • Concrete plans with measurable targets	• More efficient/flexible staffing systems • Reduced time to staff

6.22 **Further progress is needed in organizational HR support systems**

> Opportunities for improvement also exist with respect to organizational HR support systems.

6.23 Quality of, and accessibility to, staffing support services is an important area in which opportunities exist for improvement. The PSC used departmental self-assessments from the DSAR, about the satisfaction of hiring managers with the quality of staffing services and the capacity of HR professionals (PE classification), to assess progress in this key change area. As shown in Figure 13, about 75% of departments and agencies were assessed as having opportunities for improvement or requiring urgent management attention in their organizational support systems.

Figure 13 – Assessment of organizational HR support systems across departments and agencies



Source: PSC 2007-2008 DSAR results

6.24 The high rate of PE turnover is a challenge facing departments and agencies (see Table 9). This essentially undermines the stability of staffing support systems within departments and agencies. As part of its overall assessment of departments and agencies, the PSC noted the importance of PE support services in achieving the objectives of the PSEA (see Table 10).

Table 9 – Personnel Administration (PE) turnover and overall DSAR results

	Best performing departments[i]	Others	All departments
PE Turnover[ii]	57.7	85.7	76.5

Source: PSC 2007-2008 DSAR results

[i] Estimates are derived from the average of the lowest quartile (25%) of departments and agencies.

[ii] Number of PE staffing activities per 100 PEs.

Table 10 – Organizational HR support systems linkages with more effective management strategies and results*

Organizations with positive performance in HR support systems	Associated with organizations with better performance indicators for
• Higher percentages of PEs • Lower PE turnover • Higher levels of commitment to ongoing training for PE	• HR planning and integration with business planning • Management accountability for results • Fairness • Access • Representativeness • Reduced time to staff

* Due to the nature of their mandates, the Canada School of the Public Service, the Canada Public Service Agency and the Public Service Commission have a higher concentration of PEs than do other departments. Consequently, they were excluded from the analysis.

6.25 Further progress is needed across departments and agencies in managerial accountability for actual results achieved

> Improvements are needed in developing concrete and measurable staffing targets, as they are central to a well managed staffing system.

6.26 More concrete HR annual plans and staffing strategies that have measurable targets are central to the success of the strengthened staffing regime under the new PSEA framework. Progress in these areas will indicate that management is assuming direct responsibility for achieving the objectives of the PSEA. Accountability mechanisms within departments enable organizations to self-assess progress and correct any deficiencies in a timely fashion. Figure 14 indicates the results of the PSC's assessment of this key change area. While 58% of departments and agencies were assessed as acceptable management performance, 30% were assessed as requires urgent management attention.

6.27 The PSC assessed progress in this area by assessing variances between plans/targets of HR staffing activities and actual results, and whether management initiated corrective strategies. Poor performance in this area contributed to the high proportion of organizations assessed as less than fully acceptable. These results indicate a need for increased emphasis by departments and agencies to develop concrete, measurable staffing plans and targets, combined with follow-up regarding success and lessons learned for future improvements in implementing these plans. This is important in producing a more effective, efficient and flexible staffing function.

Figure 14 – Assessment of managerial accountability for results across departments and agencies

Source: PSC 2007-2008 DSAR results

6.28 Summary of progress in achieving the objectives of the PSEA – key change areas

The overall management performance which emerges to date is assessed as acceptable with few examples of management excellence. Some areas require greater attention.

- A fully established framework for the PSEA delegated staffing system is now in place across the federal government. Within this framework, the performance of individual departments and agencies largely determines the success of the full implementation of the PSEA.
- An important start has been made by departments and agencies in improved planning for staffing strategies, but further progress is required to achieve PSEA objectives.
- Further progress is also needed in the areas of organizational HR support systems, including the capacity of the HR community, and managerial accountability for results.
- Improvement in these key change areas is essential to achieving the objectives of the PSEA.

Values of the *Public Service Employment Act*

The Public Service Commission protects the core values of merit and non-partisanship, as well as the guiding values of fairness, transparency, access and representativeness.

Merit

- Every person appointed meets the essential qualifications, including official language proficiency, established by the deputy head for the work to be done.
- The manager may take into consideration any current or future asset qualifications, operational requirements and organizational needs also identified by the deputy head.

Non-partisanship

- Appointments and promotions to and within the public service are made free from political influence.
- Employees have the right to engage in political activities, while maintaining the principle of political impartiality in the public service.
- The political activity of employees must not impair, or be perceived as impairing, their ability to perform their duties in a politically impartial manner.
- Political activity means any activity in support of, within or in opposition to a political party; any activity in support of or in opposition to a candidate; or seeking to be a candidate in an election.

Fairness

- Decisions are made objectively and free from political influence or personal favouritism; policies and practices reflect the just treatment of persons.
- Persons have the right to be assessed in the official language(s) of their choice in an appointment process.

Transparency

- Information about strategies, decisions, policies and practices is communicated in an open and timely manner.

Access

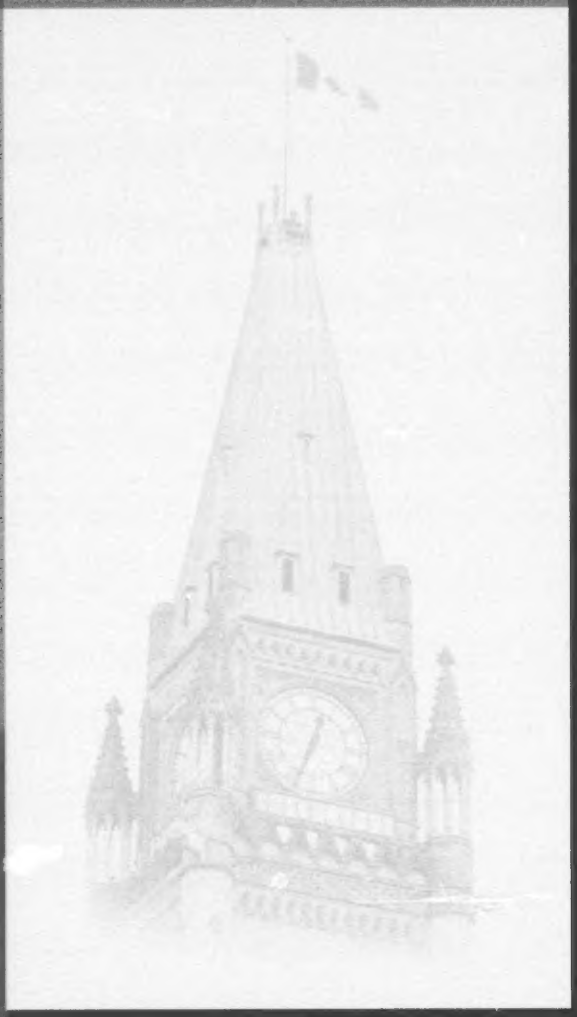
- Persons from across the country have a reasonable opportunity to apply, and to do so in the official language(s) of their choice, and to be considered for public service employment.

Representativeness

- Appointment processes are conducted without bias and do not create systemic barriers to help achieve a public service that reflects the Canadian population it serves.

Chapter 7

Effectiveness and adherence to the staffing values as well as flexibility and efficiency



7 Effectiveness and adherence to the staffing values as well as flexibility and efficiency

7.1 In the preamble to the *Public Service Employment Act* (PSEA), Parliament sets out the vision for "*...a public service that is based on merit and non-partisanship ... that strives for excellence, that is representative of Canada's diversity and that is able to serve the public with integrity and in their official language of choice.*"

7.2 In addition to the core values of merit and non-partisanship, the appointment system is guided by the values of access, fairness, transparency and representativeness. The Public Service Commission (PSC) expects that organizations will monitor their appointments to ensure that the values of the PSEA are being respected.

...federal organizations demonstrated that they are aware of, and understand, the types of changes which the PSEA requires.

7.3 The delegated model provides hiring managers with the opportunities and flexibility to tailor their staffing programs and processes to meet their operational needs more effectively and efficiently.

7.4 Feedback from Departmental Staffing Accountability Reports (DSAR), shows that federal organizations demonstrated that they are aware of, and understand, the types of changes which the PSEA requires.

Table 11 – Staffing Management Accountability Framework (SMAF): Effectiveness and adherence to staffing values

VALUES	INDICATORS
Merit	• Manager satisfaction – quality of hires • Percent of non-imperative appointments where a person does not meet the official language profile within the time periods prescribed by regulations • Appointees' agreement with "The statement of qualifications or merit criteria reflects the requirement for the position to be filled" • Appointees' agreement with "The posted qualifications and criteria for positions are bias free and barrier free" • Trends in founded Public Service Staffing Tribunal (PSST) complaints/PSC investigations into staffing • Trends in in-house investigations – founded complaints
Non-partisanship	• Managers' response to: "To what extent did you perceive the following in your specific context? – External pressure to select a particular candidate" • Number of founded complaints related to political influence in staffing
Fairness	• Appointees' agreement with: "Internal appointments (actings, terms, promotions) are made fairly" • Number/percent of acting appointments that become indeterminate in the same position
Transparency	• Human Resources (HR) plans and staffing strategies are communicated on organizations' Web sites; and contents are clearly communicated to employees and managers • Organizations demonstrate consultation and communication of staffing-related information to unions • Length of time job openings posted • Appointees' agreement with: "Internal appointments are carried out in an open and transparent way"
Access	• Ratio of non-advertised external processes to total • External processes advertised nationally to total • Use of internal non-advertised processes • Managers' response to: "Through what route did the appointee enter into consideration?" (advertised; non-advertised; student recruitment; other)
Representativeness	• Staffing strategies – employment equity (EE) (distribution of hires versus work-force availability) • Number and percentage of internal and external staffing advertisements with EE provisions – to enhance access of EE group members to public service positions

Core Values of the PSEA

In general, merit and non-partisanship are being respected, however continued vigilance is required.

Merit

Adherence to merit represents one of the cornerstones of the PSEA. In this area, the results of the PSC's monitoring activities were very positive...

7.5 The current PSEA defines merit in the statute for the first time [subsection 30(2)]. With this new definition, appointments are made based on essential qualifications and asset qualifications. Organizational needs and operational requirements of the position may be considered and applied in selecting the candidate who is the right fit for the appointment.

7.6 Official language proficiency is an essential qualification and is part of merit. Candidates must therefore meet this essential qualification to be appointed, unless they are excluded under the Public Service Official Languages Exclusion Order (PSOLEAO). In the case of bilingual non-imperative appointments, the person must attain, through language training, the language requirements of the position within two years of the date of the appointment. This period may be extended for one or more additional periods as per the circumstances prescribed in the Public Service Official Languages Appointment Regulations. For further information on the PSOLEAO and the PSC's role in monitoring its use, please refer to Chapter 5, paragraph 5.18.

7.7 This definition of merit provides important flexibility to hiring managers who need to balance a variety of factors in making each appointment. The PSC expects that the deputy head will identify factors influencing staffing decisions through the organization's HR plan, employment equity plan and staffing strategies. These factors should contribute to the development of the merit criteria to be used in making appointment decisions. Adherence to merit represents one of the cornerstones of the PSEA. In this area, the results of the PSC's monitoring activities were very positive with no founded complaints on the part of the PSST in 2007-2008. With respect to deputy heads' investigations, two investigations were founded.

7.8 In the PSC's Survey of Appointments, appointees were asked for their assessment, based on their experience, as to whether or not the Statement of Qualifications or Merit Criteria reflected the requirements for the position to be filled. The overall response indicated one of the more positive ratings received as part of the PSC's follow up activity (a rating of 3.1 out of a possible 4.0 – about 80%). Similarly, there was a positive response from appointees with respect to whether the posted qualifications and criteria for positions were bias free and barrier free. However, while these are positive findings, the ratings also indicated that there is potential for further improvement.

Non-partisanship

7.9 With respect to non-partisanship in staffing, the PSC's survey results represent the strongest positive feedback in any area surveyed. Managers were asked for their perceptions of external pressure to select particular candidates. Managers were strongly positive in their response that there was no pressure, with a rating of 3.9 out of 4.0 (nearly 98%). This assessment is corroborated by confirmation of no founded complaints with respect to political influence in staffing.

With respect to non-partisanship in staffing, the PSC's survey results represent the strongest positive feedback in any area surveyed.

Guiding values

> Significant scope for improvement exists with respect to the guiding values of fairness, transparency, access and representativeness.

7.10 Table 12 provides an overview of the findings of selected indicators of performance for the guiding values of fairness, transparency, access and representativeness. The figures indicate the findings for the "best performing organizations" and other organizations. The quantitative indicators for transparency and fairness are supplemented and corroborated by the estimates of appointee satisfaction derived from the PSC's Survey of Appointments.

7.11 By comparing the results of the "best performing organizations" against "other organizations", the difference between these two groups clearly indicates that in all four values there is potential for improvement. For example, with respect to access, in the best performing organizations, 84% of advertised external staffing processes were advertised nationally, in comparison to 50.3% for all other organizations.

Table 12 – Overview of selected indicators for the guiding values, showing potential for improvement

Guiding values	Appointee satisfaction (1)	Indicators			
		Indicators	Best performing orgs. (2)	Other orgs.	Potential for improvement
Fairness	70%	• Percent of indeterminate appointments where the appointee was acting in the same position immediately before the appointment	0.0%	3.4%	✔
Transparency	70%	• No. of days of job opening posted	14.1 days	10.6 days	✔
Access		• Percent of non-advertised external staffing processes	9.7%	30.2%	✔
		• Percent of external staffing advertised nationally	84.0%	50.3%	✔
		• Percent of non-advert. internal appointments: total	26.0%	53.9%	✔
Representativeness		• Percent of internal and external processes advertised with employment equity provisions	3.5%	0.3%	✔

Source: PSC 2007-2008 DSAR results

(1) Figures derived from the PSC's Survey of Appointments for appointments made in fiscal year 2006-2007 and the first half of 2007-2008.

(2) Figures derived from the Departmental Staffing Accountability Reports. Estimates for "best performing organizations" are derived from the average of the top 25% of organizations for transparency, access (% externally advertised nationally) and representativeness, and from the average of the lowest 25% in the case of fairness and access (% non-advertised external and internal). It is recognized that many factors may be involved in determining best performing organizations.

Fairness

7.12 The PSC has raised concerns about acting appointments for several years. An acting appointment may provide the person with an advantage when the position is permanently filled – an advantage not available to other candidates who did not have the same opportunity.

7.13 In 2006-2007, the PSC published a study that explored whether an acting appointment of greater than four months gives an employee an advantage in terms of gaining a subsequent promotion. The study estimated the rate of promotion following an acting appointment as 41.3% in the public service as a whole. This rate was significantly higher than the comparable promotion rate for non-acting employees (approximately 6%). When they occurred, subsequent promotions took place almost immediately after the end of the acting appointment, within less than a month. This period is short enough to indicate that the promotion decision was in progress, if not actually made, before the end of the acting. The PSC has communicated the results of the study to deputy heads and heads of HR.

With the support of the PSC's staffing services, managers can use targeted approaches to reach potential candidates...

7.14 The PSC's Survey of Appointments asked successful candidates in processes that were completed in fiscal years 2006-2007 and 2007-2008 about their perceptions of fairness in these appointment processes. On average, about 70% of appointees who responded agreed or strongly agreed with the statement "internal appointments (actings, terms, promotions) are made fairly."

7.15 The PSC will continue to study the impact of acting appointments on staffing and the staffing values to identify specific gaps and will follow up, as required.

Transparency

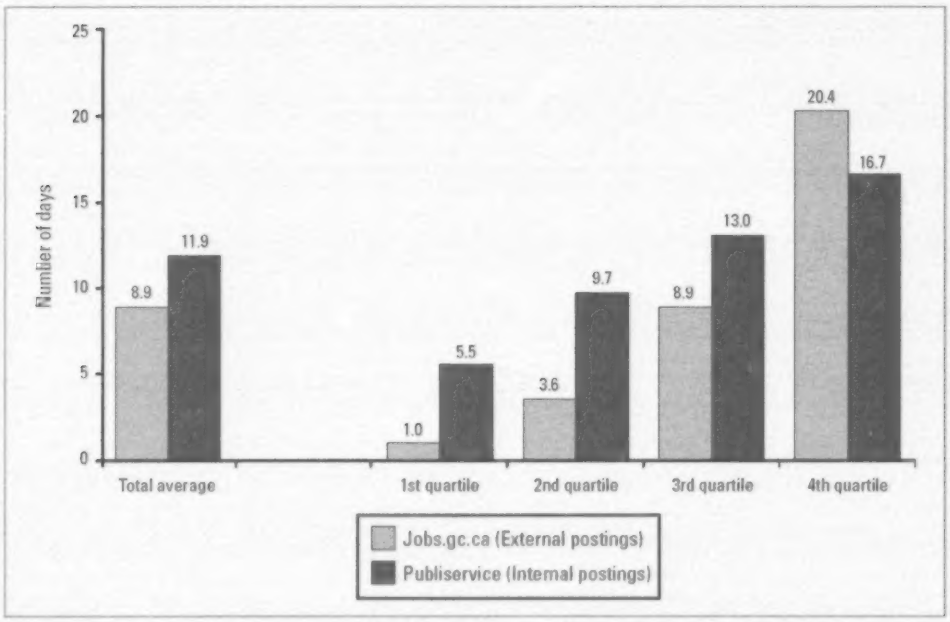
7.16 Just over 70% of appointees who responded to the PSC's Survey of Appointments indicated that they viewed appointments (actings, terms, promotions) in their work units in fiscal years 2006-2007 and 2007-2008 in an open and transparent way.

7.17 **Advertising** – The PSC requires that all employment opportunities open to the public be posted on www.jobs.gc.ca as well as on Infotel or an alternative telephone service provider. This minimum requirement can be complemented with additional advertising. For example, opportunities can be advertised in local and national newspapers, trade journals, other recruiting Web sites, and at career fairs. Additional advertising brings public service employment opportunities to the attention of qualified Canadians. With the support of the PSC's staffing services, managers can use targeted approaches to reach potential candidates at universities, in professional communities, and within the Aboriginal community (refer to Chapter 9).

7.18 The PSC requires that, as a minimum, all internal, interdepartmental/ interagency employment opportunities are advertised on Publiservice, the extranet site for employees of the Government of Canada. While it is optional for intra-departmental opportunities, Publiservice is commonly used by many organizations.

7.19 As can be seen from Figure 15, below, the number of days jobs are advertised varies considerably. Those positions that were advertised externally for one day resulted in, on average, almost 300 applicants. These jobs were largely made up of entry-level clerical and administrative support positions. Positions that were externally advertised for two or more days resulted in, on average, 225 or fewer applicants.

Figure 15 – Number of days job openings posted externally and internally in 2007-2008



Source: PSC 2007-2008 DSAR results

7.20 **Notification** – Transparency goes beyond advertising job opportunities. The PSC's Policy on Informal Discussion requires that candidates eliminated from consideration be made aware of this decision in a timely manner. When the assessment is complete for an advertised internal appointment, section 48 of the PSEA requires that two notifications be provided to those persons within the area of selection who participated in the process. The first notification informs those being notified of the persons being considered for the position. Those notified have a minimum of five days to initiate Informal Discussion if they have not already done so. This waiting period allows

errors or oversights in the assessment to be corrected, if necessary, before an appointment is made and minimizes the need for formal recourse. Informal Discussion also enables employees to gain a better understanding of the factors influencing the decision. The second notification marks the appointment decision as final, and provides those people being notified with their recourse rights to the PSST. A similar notification process is required for internal non-advertised appointment processes.

7.21 The PSC has begun tracking the use of Informal Discussion as part of its monitoring activities.

Access

7.22 Broad and open access to all Canadians is an important value under the PSEA. The PSC expects persons from across the country to have a reasonable opportunity to apply for and to be considered for such employment. Access is measured by the use of advertised processes and national area of selection (NAOS).

7.23 Advertised appointment processes should be standard practice since they are a better reflection of the appointment values of access and transparency. Although non-advertised appointment processes may be used, the PSC's *Choice of Appointment Process Policy* requires a rigorous demonstration of how the choice of a non-advertised process respects the values of the PSEA and is consistent with the organization's HR plan and organizational criteria for the use of non-advertised appointments. Examples of appropriate use of non-advertised processes include appointments made following reclassification or during the course of a developmental program.

Advertised appointment processes should be standard practice since they are a better reflection of the appointment values of access and transparency.

7.24 Last year, the PSC reported concerns about the use of non-advertised appointments processes. To ensure better reporting of the use of non-advertised processes, the PSC provided clearer parameters for determining when an appointment from a collective staffing process is considered advertised or non-advertised. A Note to Deputy Heads on Advertising in the Appointment Process was issued in November 2007 and a Letter to Heads of Human Resources was issued in January 2008. The PSC provided concrete examples of how to advertise positions and described when appointments from a pool meet the definition of a non-advertised appointment. These communication activities supported departments and agencies in providing timely, complete and accurate quarterly staffing reports to the PSC.

7.25 In 2007-2008, the PSC monitored the use of non-advertised appointment processes to ensure a reliable information base for assessment of organizational performance in staffing, and that staffing values were fully respected.

Based on data provided to the PSC by organizations, the PSC estimates that 57% of appointments made under the PSEA in 2007-2008 were done through advertised appointment processes. This figure rose to 72% for appointments made to the public service. A large percentage of acting appointments (70%) were made through non-advertised processes.

7.26 **National area of selection** – The PSC has pursued increased access for Canadians to external advertised public service jobs since 2001, with the requirement for EX and senior officer levels to use NAOS. In October 2005, the PSC began a phased-in and measured approach to increase such access, from 19% to 100% for full-time term and indeterminate positions, by expanding the NAOS requirement to officer and non-officer levels. Officer-level jobs are in the scientific, technical, administration and foreign service areas. Non-officer level jobs are administrative support, such as clerks, or operational, such as general labourers.

7.27 The first phase of the expansion required departments and agencies to use NAOS for officer-level jobs open to the public in the National Capital Region (NCR) as of April 2006. This increased access to 29%. Impact assessments indicated no significant barriers to expand to Phase 2. Phase 2 was initiated in April 2007, expanding the requirement for officer-level jobs across the country. As a result, NAOS was used for approximately 55% of jobs open to the public.

7.28 The full impact of Phase 1, the requirement for NAOS for officer-level positions in the NCR, is only apparent now with the availability of data on the appointments, indicating that 12% of the appointments resulting from these processes were of applicants from outside the NCR. The PSC is sampling the merit criteria used in Phase 1 processes to ensure that they did not provide an advantage to applicants within the NCR.

7.29 The results of Phase 2, the requirement for NAOS for officer-level jobs nationally, indicated that application patterns differed among regions. While application rates to the NCR were comparable to the previous year (at 38%), all other regions had much larger rates of application from people living outside the respective region. The appointment rate for applicants to the NCR from outside the NCR was comparable to the previous year, at 12%.

Table 13 – Source of applications during Phase 1 (NCR: 2006-2007) and Phase 2 (all regions: 2007-2008)

Region	SOURCE OF APPLICATIONS			
	2006-2007 Phase 1: NCR		2007-2008 Phase 2: National	
	1 133 processes		3 518 processes	
	# of applications	% from other regions	# of applications	% from other regions
British Columbia			47 175	57%
Alberta			33 080	71%
Saskatchewan			11 242	66%
Manitoba			15 834	59%
Ontario (except NCR)			57 792	39%
National Capital Region (NCR)	280 634	33%	242 096	38%
Quebec (except NCR)			39 777	25%
New Brunswick			8 823	64%
Nova Scotia			10 650	59%
Prince Edward Island			2 627	65%
Newfoundland and Labrador			3 833	64%
Yukon			1 748	93%
Northwest Territories			5 072	92%
Nunavut			1 618	92%
Total applications	**280 634**	**92 609**	**481 367**	**214 228**

Source: Public Service Resourcing System April 2008

7.30 Given that the NCR has a lower non-regional application rate than other regions, the volume management strategies used in the NCR may not be sufficient for other regions. Application patterns also differed by occupational group. The highest rates of application were to administration (110 477, or 23%) and project management jobs (108 091, or 22%). These two categories comprised 218 568 (45%) of the 481 367 applications.

7.31 Impact assessments of Phases 1 and 2 were analyzed to determine readiness for Phase 3, the expansion to non officer-level jobs. The analysis indicated that the public service would not be prepared for the proposed launch date for Phase 3, non-officer level, in December 2007. The launch date was revised to December 2008. The PSC is implementing an action plan to ensure organizations have the tools and support necessary to complete the expansion of NAOS.

The PSC is implementing an action plan to ensure organizations have the tools and support necessary to complete the expansion of NAOS.

7.32 The plan includes conducting further impact analyses and ensuring that enabling infrastructure (e.g., tools, services and training) is available for organizations. Analysis of case studies and pilots will provide effective pool management strategies for specific occupational groups and levels. Support and tools will be provided, including increased direct access to the Public Service Resourcing System (PSRS) and e-testing. The PSC will continue to offer support and services to departments and agencies through its regional offices and through the creation of partially assessed pools. Training will be offered to organizations to facilitate the use of PSRS and approaches such as random selection. Transition and communications strategies and tools will also be provided prior to the December 2008 launch.

7.33 Bill S-219 was introduced in the Senate following the postponement of the expansion to non officer-level from December 2007 to December 2008. This private Member's bill sought to amend the PSEA to require NAOS for all external advertised jobs with a coming into force upon Royal Assent. On April 1, 2008, the PSC appeared before the Senate Finance Committee on NAOS expansion progress and plans. The PSC sought exceptions for jobs that are part-time, seasonal, short-term or required to meet urgent operational requirements. The Senate Finance Committee considered and defeated amendments to this effect. It did, however, approve a change to the coming-into-force clause. July 2009 is now the deadline for coming-into-force, however, the PSC remains committed to the December 2008 date. The Bill was passed in the Senate and, as of June 20, 2008, when the summer recess began, was awaiting first reading in the House of Commons. The PSC will continue to seek the exceptions presented during the deliberations in the Senate.

Representativeness

The PSEA enables deputy heads to take action on the government's commitment to increase the representativeness of the public service and to achieve employment equity objectives...

7.34 The PSEA enables deputy heads to take action on the government's commitment to increase the representativeness of the public service and to achieve employment equity (EE) objectives as required by the *Employment Equity Act* (EEA) for the four designated groups: women, Aboriginal peoples, persons with disabilities and visible minorities. Among the steps organizations can take to improve representation are:

- include EE as part of merit criteria by identifying EE objectives as current or future needs of the organization, or of the public service as a whole;
- establish areas of selection which are open only to members of one or more designated groups under the EEA when this is consistent with the EE or HR plan;

- expand an area of selection to provide for greater participation of EE group members; and
- make EE considerations part of integrated business and HR planning and develop an EE program to derive maximum benefit from the PSEA.

7.35 In 2007-2008 the PSC provided guidance, tools and services to assist deputy heads, managers and human resources professionals in achieving EE goals, including:

...the PSC provided guidance, tools and services to assist deputy heads, managers and human resources professionals in achieving employment equity goals...

- Statement of merit and representativeness – In March 2008, the PSC provided the statement: "Merit - Achieving Representativeness" as well as a new tool: "Increasing Representativeness in the Public Service". The purpose of the statement was to reaffirm the link between merit and representativeness under the PSEA and the EEA and explain how merit can be applied to achieve EE objectives in the appointment system.
- The visible minority EX-1 fully assessed pool – While it is important that the public service be representative at all levels of the organization, it is equally important that the executive cadre include a critical mass of the four employment equity groups covered under the EEA. This level of representation in the executive cadre accelerates organizational culture change so it is more welcoming of diversity, provides role models for EE groups and communicates the public service's values and brand. Despite much progress, the executive cadre of the public service is not yet fully representative.
- However, as public servants at the executive level retire, the vacancies create opportunities to make progress in improving the representation of visible minorities. To take advantage of these opportunities, it requires careful staffing, including planning, to identify current and anticipated HR needs, staffing strategies to address EE gaps at the executive level and staffing processes that use the enabling provisions of the PSEA.
- Building on the success of the 2006 pre-qualified pool of visible minority candidates for the entry level to the Executive Group (EX), in 2007-2008 the PSC launched a second external appointment process to establish a fully assessed pool of visible minority candidates for the EX-1 level. The PSC is committed to improving representation in the public service, and, by creating pools of assessed candidates the PSC can help federal organizations meet their EE objectives.
- The establishment of the Aboriginal Centre of Excellence in Winnipeg is another national initiative that has made it possible to develop a national strategy for Aboriginal employment. The Centre of Excellence has worked closely this year with Indian Residential Schools Resolution

Canada (IRSRC) on an ambitious staffing project to recruit and retain Aboriginal employees. More than 1 700 people have applied for numerous positions made available through seven appointment processes. Moreover, the Aboriginal Centre of Excellence has launched a postsecondary recruitment process reserved for Aboriginals that has led to the creation of an inventory of 37 fully assessed candidates who have been referred to IRSRC.

...the Aboriginal Centre of Excellence launched a postsecondary recruitment process for Aboriginals that has led to the creation of an inventory of 37 fully assessed candidates...

7.36 Under a delegated staffing system, the PSC monitors how departments and agencies exercise their responsibilities with respect to representativeness and EE. In its 2006-2007 Annual Report, the PSC noted that it was not yet evident that organizations were using the enabling provisions of the PSEA. Results from this year's assessment found that the "best performing organizations" were using EE provisions in the area of selection in 3.5% of internal and external advertised processes. All other organizations were using EE provisions less, in 0.3% of processes. These results clearly demonstrate that organizations could make more use of the provisions of the PSEA when identifying strategies to achieve EE objectives.

7.37 **Quantitative information** – The Canada Public Service Agency (CPSA) is responsible for the collection of employment equity (EE) statistics for the federal public service by organizations. With the exception of women, these data are collected centrally by the CPSA, and on a yearly basis the CPSA provides a summary to the PSC so that it can analyse appointment trends. These statistics are based on self-identification; employees are surveyed and can also update their EE profile throughout their careers. In 2007-2008, of the 19 869 indeterminate and term appointments greater than three months to the public service:

- women represented 58% (55.6% in 2006-2007);
- persons with disabilities represented 2.5 % (2.8% in 2006-2007); and
- aboriginal peoples represented 3.4 % (3.3% in 2006-2007).

7.38 Recent changes to the PSC's database of applicant information have provided further information that suggests that the appointments of visible minorities to the public service may have been underestimated. Consequently, the number and percentage of visible minority group members appointed in 2007-2008 have not been reported. The PSC is presently working with the Canada Public Service Agency, the Privy Council Office, the Canadian Human Rights Commission and Statistics Canada to address this important issue.

Case studies – The PSC continued its studies of selected collective recruitment processes to identify best practices that contribute to higher appointment rates for EE group members, in particular visible minorities. The case studies included a review of the merit criteria and how they were applied; the assessment and selection tools used and how appointment decisions were made.

In its 2006-2007 Annual Report, the PSC presented preliminary findings from a collective process for Personnel Administration (PE) levels 1 and 2. In 2007-2008, the PSC focused on a PE levels 3 and 4 process and two parallel processes for the Computer Systems Administration (CS) level 5, one internal and one external.

While reinforcing the findings reported in 2006-2007, these case studies brought out additional best practices and lessons learned, including the following:

- careful planning for all phases of the staffing process. This includes a review of the statement of merit criteria and assessment tools through an employment equity lens;
- close monitoring of the results obtained at each phase to identify and eliminate practices that may constitute barriers to designated groups, such as narrow interpretation of "recent" and "extensive" experience requirements; assessment tools that do not permit reasonable alternative answers; and/or selection methodology that is based only on scores;
- implementing measurable EE objectives that have been incorporated in the merit criteria; and
- when hiring externally, adopting an approach that considers the profile of potential external applicants to yield a higher number of successful candidates, including EE members. Such an approach includes:
  - establishing qualifications for external appointment processes that are comparable with, not more demanding than, those set for internal appointment processes;
  - expanding the group of potential applicants by focusing on competencies and factoring in the ability to learn on the job. If government experience or knowledge of government programs and policies are desired, establish them as asset, rather than essential, qualifications; and
  - familiarizing applicants with the screening and assessment tools that will be used, through information sessions or written instructions, that clearly identify expectations.

Efficiency and flexibility

Focused management efforts are required to bring about improvements in the efficiency and flexibility of organizational staffing systems.

7.39 **Efficiency and flexibility** – A key expectation of the implementation of the PSEA is related to improving the efficiency and flexibility of staffing processes. Time to staff can be influenced by many factors, such as the number of applicants, collective staffing processes for multiple positions, area of selection and statutory and policy requirements (e.g., priority rights, recourse, language testing and security clearance).[1]

7.40 To determine performance in this area, the PSC measured the length of time in calendar days, from the time of posting the advertisement to the first notification of appointment in internal staffing processes. This was the first time this particular measure has been used.

7.41 Table 14 indicates that in 2007-2008, the average time to staff internal processes for both indeterminate and term positions was 130.3 days for all organizations. For the "best performing organizations", the time to staff was less with an average of 89.5 days overall.

7.42 Table 14 also indicates that there is considerable potential for improving the time to staff. Based on the average time to staff by "best performing organizations", reductions of up to approximately 30% may be possible. The PSC is currently examining the linkages between the time to staff and improved performance in the areas of HR planning, organizational HR support systems and managerial accountability for results. Preliminary analysis indicates that organizational performance in these three areas is linked to reducing the time required to complete staffing processes.

[1] *Time to Staff in the Federal Public Service: Some Contributing Factors*, Public Service Commission, 2006. This study was based on the PSC's Survey of Appointments and included internal and external appointments between January 2000 and December 2004. This study found that the mean elapsed time for a competitive process for an indeterminate position was 22.8 weeks (159 days) and the median was 17.3 weeks (121 days).

Table 14 – Average length of time for internal staffing processes and potential for improvement

	Organizations			
	Small	Medium	Large	All
Average time to staff (in days)[1]	124.4	129.2	138.2	130.3
Average time to staff (in days) for "best performing organizations"[2]	79.0	99.6	96.5	89.5
Potential reduction in average time to staff (in days)	45.4	29.6	42.15	40.8
Potential reduction as a percent of current average time to staff	36.5%	22.9%	30.5%	31.3%

Source: PSC 2007-2008 DSAR Results

[1] Estimates derived from the average calendar days between date of Advertisement to First Notification of Appointment.

[2] Estimates derived from the average of lowest quartile (25%) of organizations.

7.43 Summary of progress in achieving the objectives of the PSEA: Effectiveness and adherence to staffing values

In general, organizations understand the changes required.

- Evidence suggests that, in general, the core values of merit and non-partisanship are being respected, however continued vigilance is required.
- With respect to the guiding values of fairness, transparency, access and representativeness, there is significant scope for improvement.
- Improvements in the efficiency and flexibility of organizational staffing systems will require focused management efforts.

7.44 The PSC identified the following organizations as top performers based on the assessment of the 2007-2008 Departmental Staffing Accountability Reports. The assessment was based on the Staffing Management Accountability Framework that assesses organizational progress in achieving the objectives of the PSEA, the effectiveness and adherence to the staffing values, as well as flexibility and efficiency.

Table 15 – Top performers based on the assessment of the 2007-2008 Departmental Staffing Accountability Reports

ORGANIZATION
Large:
Canadian Heritage
Citizenship and Immigration Canada
Public Works and Government Services Canada
Statistics Canada
Transport Canada
Medium:
Atlantic Canada Opportunities Agency
Canada School of Public Service
Economic Development Agency of Canada for the Regions of Quebec
Public Service Commission
Western Economic Diversification Canada
Small:
Canada Industrial Relations Board
Canadian Forces Grievance Board
National Energy Board
Office of the Governor General's Secretary

Chapter 8

Strengthened oversight

8 Strengthened oversight

8.1 The Public Service Commission's (PSC) Appointment Framework provides direction and guidance to federal organizations. The PSC's monitoring activities allow it to measure progress and to provide timely feedback and "early warning" to deputy heads, where needed. The PSC also conducts audits, evaluations and studies to inform Parliament of the overall health of the public service staffing system. As a result of its audits, the PSC may make recommendations to deputy heads and/or remove or set conditions in their delegation instrument with the PSC. The PSC also has certain investigative powers as identified by the *Public Service Employment Act* (PSEA). Through these oversight activities, the PSC also identifies and implements improvements to its own operations related to the staffing system.

8.2 The PSC has developed an Audit, Evaluation and Studies Plan and an Evaluation Framework for the five-year review of the PSEA. These documents identify the short- and medium-term initiatives and projects to fulfill its legislated oversight mandate. The Audit, Evaluation and Studies Plan complements the PSC's ongoing monitoring of staffing activities and identifies the government-wide and entity audits, evaluations and studies to be conducted in the next two fiscal years (see Appendix 5). The plan is part of the PSC's efforts to plan audit activities on a cyclical basis of five to seven years. The selection of projects is based on extensive external and internal consultations, timeliness of follow-up audits, risk assessments based on indicators for long-term success and the Five-year Evaluation Framework.

8.3 Strategic planning of its oversight activities strengthens the PSC's role as the overseer of staffing in the public service. It better positions the PSC to assess how delegated authorities are carried out under the PSEA and to take timely, corrective action when needed. Information is provided to departments and agencies on a regular basis regarding areas for improvement. Ultimately, Parliament is better informed about the health of the public service staffing system.

Audits, evaluations and studies

8.4 The PSC completed the following audits and studies in 2008:

8.5 **Government-wide audit of executive (EX) appointments** – Until the implementation of the current PSEA in December 2005, the PSC made all executive-level appointments. With the coming into force of the Act, the PSC was encouraged to delegate its authority to appoint executives to the deputy heads of departments and agencies. Delegation allows an organization to manage its own executive staffing and recruitment needs in the most efficient and effective manner.

8.6 The PSC delegated this authority to deputy heads as of December 2005. At that time, the PSC committed to undertaking a government-wide audit of EX appointments to determine the extent to which executive appointments and appointment processes made across government respected the PSEA, the Appointment Framework and the values that underlay both. The audit involved an examination of 100% of appointment processes of executives at levels four and five, and 50% of executives at the one to three levels in 54 federal organizations.

8.7 The audit focussed on EX appointments made within the first year of implementation of the PSEA, January – December 2006. Thus, it represents a benchmark of the implementation of the current PSEA. Departments and agencies faced a number of challenges during this early implementation phase including: establishing governance structures to support the planning, conduct and monitoring of executive recruitment and appointment processes; developing executive resourcing capacity; and engaging the required personnel with the appropriate skills sets within a context of high mobility among human resources (HR) advisors.

The audit found that while, for the most part, the executive appointment processes respected merit, significant improvements are needed...

8.8 The audit found that while, for the most part, the executive appointment processes respected merit, significant improvements are needed in areas such as the assessment of candidates when using advertised processes, the application of PSC and departmental or agency policies concerning non-advertised appointments and sufficient documentation to ensure accountability for staffing decisions. The PSC found a number of unsatisfactory appointments pertaining to merit, appearance of preferential treatment and/or lack of key assessment documents. These files will be further examined to determine the necessity for additional corrective action.

8.9 In response to this audit, the PSC committed to undertake a number of measures, including a review of its executive resourcing services to ensure their quality and consistency and the provision of increased support and guidance to departments and agencies, focusing on the needs of both the

hiring managers and HR advisors. In addition, the PSC will review its oversight activities to ensure appropriate coverage of organizational executive resourcing activities and follow-up, as appropriate.

8.10 **Audit of the Royal Canadian Mounted Police – appointments under the *Public Service Employment Act*** – In May 2008, the PSC tabled in Parliament the Audit of the Royal Canadian Mounted Police (RCMP) – appointments under the *Public Service Employment Act* (PSEA). The audit concluded that the RCMP did not effectively manage its public service staffing activities carried out under the PSEA. Approximately 19% or 5 000 of the total RCMP workforce are public service employees under the PSEA. The audit covered the period of April 2005 to December 2007 and examined 204 appointments from across Canada.

8.11 The RCMP workforce is comprised of police officers and civilian employees. Civilians can be appointed under the *Royal Canadian Mounted Police Act* (RCMP Act) as civilian members, or under the PSEA as public service employees. The audit found that the RCMP was unable to provide objective criteria for determining whether to hire civilians under the RCMP Act or the PSEA. This issue is expected to be addressed within the next year by the RCMP Change Management Team and the RCMP Reform Implementation Council.

8.12 The audit found that the RCMP staffing management framework for public service appointments and appointment processes was not implemented as designed. The RCMP did not comply with the requirements of the PSEA, related policies or appointment values – 86% of acting, non-competitive and non-advertised appointments audited, and 30% of competitive and advertised appointments audited did not comply. The RCMP accepted the findings and is developing a plan to address the audit recommendations.

8.13 As a result of these findings, the PSC placed conditions on the RCMP's delegated appointment authorities which will remain in effect until the PSC is satisfied with the integrity of the RCMP's staffing activities under the PSEA.

8.14 **Follow-Up Audit of the Commission for Public Complaints Against the RCMP (CPC)** – In October 2005, the PSC placed conditions on the delegation appointment authorities of the CPC. The Chair of the CPC was not authorized to delegate staffing authorities to anyone other than the Executive Director and was required to submit quarterly progress reports to the PSC. These conditions were to remain in effect until the PSC was satisfied

that the CPC had a proper staffing system in place. The PSC conducted a follow-up audit and found that the CPC had improved its staffing practices over the last three years. A comprehensive staffing management framework is now in place and the CPC has created an environment that supports values-based staffing. While we recommended that the CPC make improvements to the rationales required to support the choice of non-advertised appointments and to its monitoring activities to ensure timely correction action, overall we are satisfied with their staffing activities. As a result, the PSC has removed the conditions it imposed in 2005 and has signed a standard Appointment Delegation and Accountability Instrument with the Chair of the CPC.

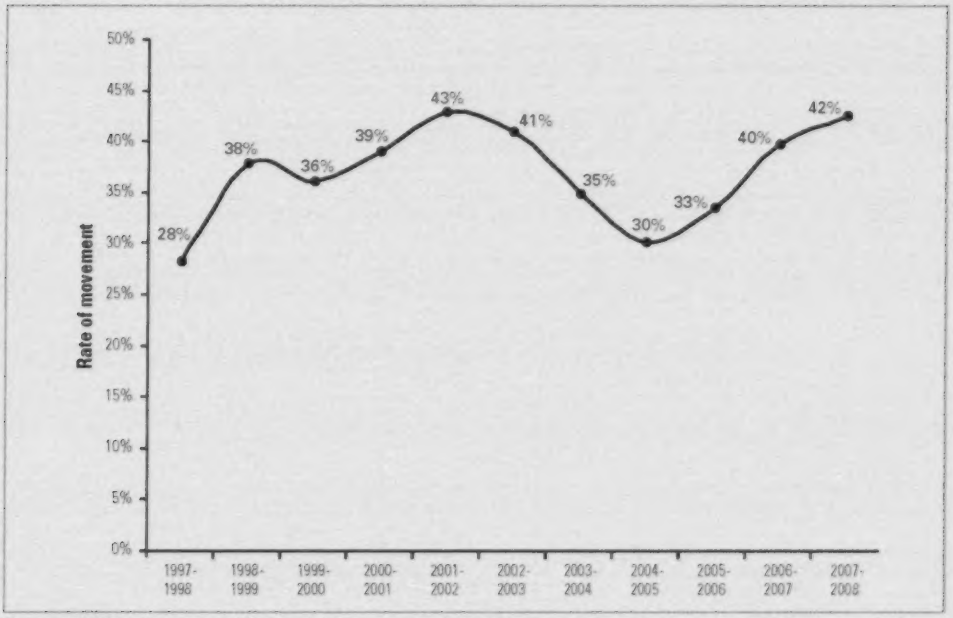
The PSC conducted a follow-up audit and found that the CPC had improved its staffing practices over the last three years. ...the CPC has created an environment that supports values-based staffing.

8.15 **Study on mobility of public servants** – In its 2006-2007 Annual Report, the PSC identified the level of movement within the federal public service as a challenge. The PSC undertook a study on the mobility of public servants to better understand recent movement trends. The results of this study are reported separately.

8.16 The purpose of the study is to describe the nature of appointments leading to movement in the federal government, factors influencing movement, impacts and potential lessons learned. The study examined employee movement over 11 years (between 1997-1998 and 2007-2008).

8.17 Overall movement in the public service varied over the study period from a low of 28% in 1997-1998 to a high of 43% in 2001-2002. Mobility has increased generally in the last four years from 30% in 2004-2005 to 42% in 2007-2008. This year represented a peak in terms of the absolute number of indeterminate appointments since 1997-1998. A combination of increases in internal promotions and lateral movements contributed to this trend.

Figure 16 – Trends in overall rate of movement 1997-1998 to 2007-2008



Source: PSC hiring and staffing activities and population files

Note: The Mobility study excludes Canada Border Services Agency.

The study found that the issue of mobility is more pronounced in specific occupational groups. Among these are the Personnel Administration Group, followed by the Economics, Sociology, Statistics Group...

8.18 Growth of the public service, coupled with the cumulative number of retirements over the past 11 years, influenced movement patterns experienced in the public service. The overall indeterminate workforce grew by 36% (between March 1999 and March 2008). At the same time, the number of retirements almost quadrupled over the study period. About 68% of these retirements occurred in the last five years, resulting in a large number of employees being new to their jobs.[2]

8.19 The study found that the issue of mobility is more pronounced in specific occupational groups. Among these are the Personnel Administration Group (PE), followed by the Economics, Sociology, Statistics Group (ES), which reached 74% and 71% respectively for 2007-2008. Factors influencing employee movement such as growth, retirements and resignations differed by occupational group. In addition, types of movement (intake, promotions, lateral movements and acting appointments) also varied by occupational group. The PSC noted declines in the number of years at a level before promotion for certain occupational groups, with the PE group experiencing the most significant decline.

[2] The Mobility study is based on departments and agencies that were under the *Public Service Employment Act* for the past 11 years, which means that appointment and population numbers for the Canada Border Services Agency are not included in these numbers.

8.20 The National Capital Region (NCR) consistently had a higher rate of employee movement than the other regions. The PSC observed little movement between the NCR and the regions over the study period. It also noted, with the exception of central agencies, little movement between organizations.

8.21 The study outlines the following key implications for the recent trends in employee movement:

- The increase in the number of appointments translates into an increase in transactions/volume of staffing activities. This increase in volume affects the workloads of those involved in HR. The recent report of the Standing Committee on Government Operations and Estimates, "The Right Pay for Valuable Employees" also raised the same issue and stated that "the high mobility of federal public servants has become a real burden for departmental human resources services".
- The study reinforces the need for HR planning that takes into account the nature and scope of employee movement in each organization. It also stresses the need for recruitment, retention and succession strategies for specific occupational groups.

The study... stresses the need for recruitment, retention and succession strategies for specific occupational groups.

8.22 **Appointment under the *Public Service Employment Act* following participation in federal student employment programs** – This study examined the extent to which participants in the Federal Student Work Experience Program (FSWEP) and the Co-operative Education and Internship Program (CO-OP) are subsequently appointed under the PSEA. The analysis was based on 51 971 students employed between April 1, 1997, and March 31, 2005. Subsequent appointment for these students was observed up to March 31, 2008.

8.23 As of March 31, 2008, 23% of the students had been appointed to a specified period or indeterminate position. There was minimal difference by program, with 23% of FSWEP students and 21% of CO-OP students going on to employment under the PSEA. Although a majority of the first appointments were to specified period positions, most students subsequently employed under the PSEA were indeterminate employees within three years of the start of their student employment. The first appointments under the PSEA occurred most often in the Administrative and Foreign Service and Administrative Support categories. Students tended to be appointed to the same organization that hired them under the FSWEP or CO-OP programs.

8.24 The study found differences in the rate of appointment under the PSEA for students within and outside the NCR. Overall, 41% of student appointments under the FSWEP and CO-OP programs occurred in the NCR. Students in

the NCR were more likely to obtain appointment under the PSEA where the rate was 32%, compared to 16% in regions outside the NCR. Differences by gender and first official language were observed within the NCR, with 35% of women and 28% of men appointed under the PSEA. Students with French as their first official language had a significantly higher rate of appointment under the PSEA (40%) than those whose first official language was English (28%).

8.25 **The educational profile of appointees** – This study provides an overview of the education profile of public servants. The study is based on the results of the PSC Survey of Appointments that was conducted semi-annually over the five-year period, from July 2000 to March 2005, prior to the implementation of the current PSEA. It examines the level of education and the field of study of indeterminate employees recruited externally as well as of those appointed internally.

...appointees between ages 25 to 34 are generally more educated than their older counterparts.

8.26 Both external recruits and internal appointees between ages 25 to 34 are generally more educated than their older counterparts. Both men and women in the 25 to 34 age group have higher educational attainment.

8.27 About two thirds of new external recruits who represent the newest employees have a university degree. About one half of those internally appointed have a university degree.

8.28 New recruits have a higher educational attainment than appointees already in the federal public service. This is especially true within the large Administrative and Foreign Service occupational category.

8.29 **Five-year evaluation** – The PSEA contains a provision for a review of the Act and its administration and operation five years after it comes into force. To prepare for this five-year review, the PSC has put in place an evaluation framework. The scope of the evaluation framework includes those sections of the Act for which the PSC is responsible.

8.30 The Five-year Evaluation Framework consists of a series of evaluation modules that will be carried out over the next two to three years. The purpose of the module approach is to conduct a series of targeted studies that will support the five-year legislative review in 2010-2011.

8.31 The Framework is the result of extensive consultations with stakeholders, both internal and external to the PSC, and other interest groups implementing and/or overseeing HR management. The PSC's Staffing Management Accountability Framework, used in its annual monitoring of staffing activities, has been integrated into the Evaluation Framework to establish a consistent approach and to minimize overlap and the duplication of oversight activities.

Investigations

8.32 In 2007-2008, the PSC completed 169 investigations that helped to ensure the integrity of the staffing system as well as the political impartiality of the public service. The PSC further refined its investigative process and continued to interpret the new definition of merit. The PSC identified key principles through the investigations it had completed to help the PSC build its investigative processes and provide guidance to departments and agencies. Also, the PSC finalized work remaining from the former PSEA, and completed 52 appeals and 97 investigations during the fiscal year.

The majority of investigation requests received by the PSC related to external appointment processes...

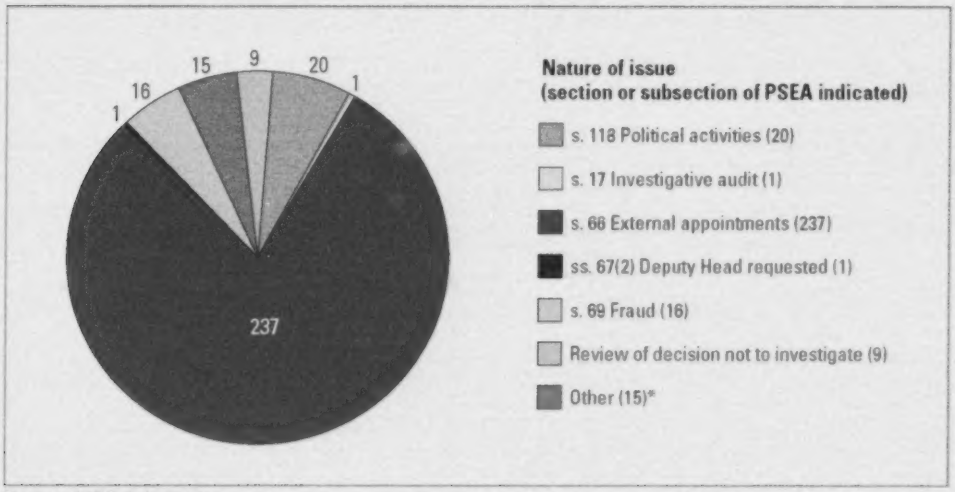
8.33 The PSC began conducting investigations into political activities on a larger scale. Transition to this new activity required the PSC to develop and implement a new investigative framework, train its investigators to carry out investigations under the new regime and impose corrective actions, as required. The PSC is confident that the new procedures have now been successfully tested and that the framework is now fully operational.

8.34 The PSC received a total of 299 investigation requests during 2007-2008 and opened 141 files for investigation. Investigations for the remaining requests were not conducted for such reasons as: the PSC had no jurisdiction, there was no possibility of taking corrective action and unreasonable grounds.

8.35 In 78 of the 169 files completed, parties agreed to use an early intervention (EI) process and 62 of the 78 were successfully resolved through EI. This meant that a full investigation was not required and this saved time and resources and helped individuals and organizations find mutually beneficial solutions to resolve issues.

8.36 The majority of investigation requests received by the PSC related to external appointment processes (237 out of 299) are shown in Figure 17.

Figure 17 – Number of investigation requests by nature of issue in 2007-2008

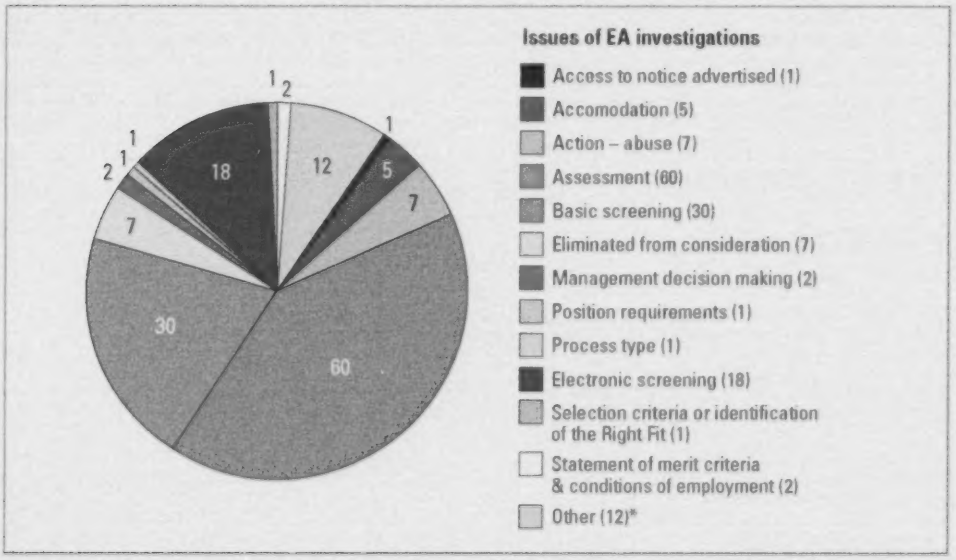


Source: IMIS July 2008

* Other includes requests where the PSC has no jurisdiction or requests where the grounds were unreasonable.

8.37 In 2007-2008 the PSC completed 143 investigations under section 66 of the PSEA related to external appointment (EA) processes; these investigations dealt with various issues as shown in Figure 18.

Figure 18 – Number of investigations into External Appointment (EA) processes by issue in 2007-2008



Source: IMIS July 2008

* Other includes files where the issue was not recorded in IMIS. These files generally resulted in a withdrawal.

8.38 Of the investigations under section 66 related to external appointment processes, the PSC found three cases in which the appointment was not made or proposed to be made on the basis of merit, or that there was an error, an omission or improper conduct that affected the selection of the person appointed or proposed for appointment. A summary of each founded case can be found in Appendix 3A.

8.39 **Principles emerging from investigations conducted under section 66 of the PSEA related to external appointments** – The majority of investigations into external appointment processes related to the basic screening of candidates and the assessment of qualifications. Through analysis of the cases, the PSC has begun to draw out common principles and validated some fundamental principles that had been established under the former PSEA. Some general conclusions include:

Through analysis of the cases, the PSC has begun to draw out common principles and validated some fundamental principles that had been established under the former PSEA.

- It is the candidates' responsibility to describe their experience in order to be screened into a process.
- Where Canadian citizenship is listed in the job advertisement, if there is a substantial pool of candidates who are Canadian citizens, then there is no requirement for a hiring manager to consider applicants who are not Canadian citizens.
- Departments and agencies have the authority to establish the qualifications required for a position, which can change depending on when and how many positions are filled, based on the needs of the organization. However, organizations must set qualifications that conform to the standards set by the employer, and must not change qualifications after the position has been advertised.
- Pursuant to section 36 of the PSEA as well as through relevant PSC policy direction, departments and agencies have the authority to use any method they deem appropriate to determine if a candidate possesses the essential or asset qualifications for a position.
- There is no requirement for organizations to specify how they will apply the selection tools and they have the discretion to choose the level of detail to be included in the Statement of Merit Criteria.
- There is no requirement for departments and agencies to set cut-off marks or pass marks when using tests, but if they do so, there is no obligation to disclose the pass marks in advance.
- The role of the investigator is to determine whether the appointment was made or proposed to be made on the basis of merit, or whether there was an error, an omission or improper conduct that affected the selection of the person appointed or proposed for appointment but not to re-evaluate the qualifications of the candidates.

8.40 **Investigations under PSEA subsection 67(2) and section 68 –** In 2007-2008, the PSC received one request from a deputy head to investigate under subsection 67(2) of the PSEA (internal appointments). This investigation is ongoing. The PSC also completed one investigation under section 68 of the PSEA (political influence). This investigation was unfounded.

There were several cases of alleged fraud brought forward in 2007-2008 and the number of investigations into this area seems to be on the rise.

8.41 **Investigations into fraud, PSEA section 69 –** The PSC has a clear mandate under the PSEA to initiate investigations where fraud is suspected, and to impose corrective actions. There were several cases of alleged fraud brought forward in 2007-2008 and the number of investigations into this area seems to be on the rise. The PSC only received one request for an investigation into allegations of fraud under the former PSEA in fiscal years 2005-2006 and 2006-2007. By contrast, in 2007-2008, the PSC started investigations into eight appointment processes where fraud may have occurred. While a number of investigations are still underway, the PSC found three cases of fraud in the four investigations completed and in one case the allegation was unfounded.

8.42 Pursuant to section 133 of the PSEA, all founded fraud cases are referred to the Royal Canadian Mounted Police who have the jurisdiction to determine if criminal investigations should take place.

8.43 The results of investigations dealing with fraud and federal, provincial and territorial political activities are being reported separately this year.

8.44 **Investigations following PSC Audit on the Movement of Public Servants between the Federal Public Service and Ministers' Offices –** During the course of the PSC's Audit on the Movement of Public Servants between the Federal Public Service and Ministers' Offices, 24 files were referred to investigations. After assessing the criteria for investigation, no further action was taken in 18 of these cases. Of the six remaining files, one was investigated under section 66 of the PSEA related to external appointments and the rest were investigated under section 7.1 of the previous PSEA as they related to appointments prior to December 31, 2005.

8.45 **Investigations following PSC Audit of the Office of the Correctional Investigator –** The Audit identified nine appointments that did not comply with the PSEA, relevant policies and/or the appointment values. As a result, the Standing Senate Committee on National Finance recommended that the PSC report on the appointment situation within the Office of the Correctional Investigator. The PSC reviewed the files and started investigations into two appointments. In the first investigation, several irregularities were found under section 7.1 of the former PSEA. No irregularities were found in the second investigation. A summary of the two investigations can be found in Appendices 3C and 3D.

8.46 The remaining seven files were not investigated for the following reasons:

- In one staffing process involving three appointments, it was determined that the process satisfied the requirements of the former PSEA.
- One appointment was not reviewed as the individual's acting appointment had ended. Corrective actions were not possible.
- One appointment resulted from an advertised internal process where the PSC did not have jurisdiction to investigate under the current PSEA.
- One appointment resulted from a non-advertised external appointment process and was not investigated as the incumbent had retired. Corrective actions were not possible.
- One non-advertised external acting appointment was not investigated as the individual had left the acting position. Corrective actions were not possible.

Imposition or removal of additional conditions on appointment delegations

8.47 As a general principle, the imposition or removal of conditions on an organization's appointment delegation is considered and adopted in response to audit findings. This principle recognizes that decisions with respect to measures imposed on an organization's appointment delegation are fact-based.

8.48 Decisions to impose additional conditions, such as restricting what organizations can do or removing delegation altogether, are not taken lightly by the PSC. Any additional conditions on a organization's delegation are reflected in its Appointment Delegation and Accountability Instrument (ADAI). Additional conditions could include such actions as placing conditions or limitations on sub-delegated authorities, partial or complete withdrawal of delegated authorities, conducting special PSC audits, changing the monitoring requirements or putting the deputy head on notice. Any additional conditions imposed can be adjusted (strengthened or relaxed) at a subsequent date by the PSC if the circumstances have changed.

8.49 Based on its monitoring, the PSC is positioned to decide when a follow-up audit should be conducted. Positive follow-up audit results may lead to the PSC approval of the removal of some, or all, of the additional conditions imposed on the organizational delegation.

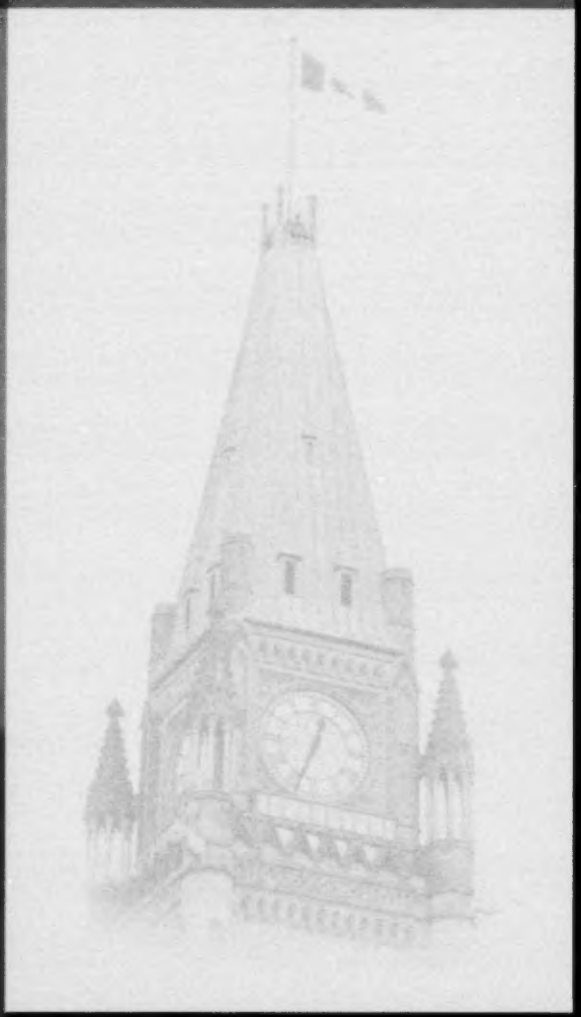
8.50 In 2007-2008, the PSC imposed additional conditions on the Office of the Correctional Investigator. Additional conditions for the RCMP were developed in light of the audit findings for that organization. Appendix 1 identifies which organizations currently have additional conditions imposed by the PSC in their ADAIs.

Corrective measures following appeals

8.51 As part of the transitional provisions of the *Public Service Modernization Act*, the PSC continues to prescribe corrective measures in accordance with allowed appeals under the former PSEA. In 2007-2008, the PSC allowed eight appeals which required the application of either corrective measures or revocation of the appointments.

Chapter 9

Public Service Commission services and tools



9 Public Service Commission services and tools

9.1 **Transformation of Public Service Commission services** – In 2007-2008, the Public Service Commission (PSC) continued the comprehensive business transformation of its services. This transformation was driven by the changes resulting from the implementation of the *Public Service Employment Act* (PSEA) on December 31, 2005, a focus on modernization and renewal, and the demand from departments and agencies and delegated managers for PSC services and tools in recruitment, staffing and assessment. The ongoing demand for PSC services in 2007-2008 shows that there is a continued need for a service provider and a centre of expertise in staffing and assessment services.

The ongoing demand for PSC services... shows that there is a continued need for a service provider and a centre of expertise in staffing and assessment services.

9.2 The goals of the PSC's transformation are to offer a suite of services, either integrated or tailored, that complement services available in federal organizations and deliver high-performance e-solutions for internal and external staffing. As a service provider of choice for organizations, the PSC will do the following:

- continue to provide services and tools that support the protection of merit, non-partisanship, representativeness and the use of both official languages;
- provide recruitment services that meet the needs of a modern and innovative public service and facilitate the recruitment of talented Canadians, drawn from across the country, to the public service;
- generate economies of scale by minimizing the duplication of effort in organizations and by improving efficiencies in staffing processes across the government; and
- support hiring managers in making consistent, values-based staffing decisions.

9.3 In 2007-2008, the PSC received approval from the Treasury Board to expand its use of cost recovery for assessment services as of April 1, 2008. Cost recovery was previously limited to select assessment services offered by the Personnel Psychology Centre. The long-term plan is to seek authority to use cost recovery for most of the PSC services that became optional following the coming into effect of the PSEA.

9.4 The PSC is introducing innovative and effective staffing services. Examples include the following:

- collective staffing services that generate pools of candidates for federal public service jobs when there is either a shortage or an excess of candidates;

- better ways to utilize e-resourcing and e-testing systems, such as:
  - integrating the Federal Student Work Experience Program into the Public Service Resourcing System, which automates manual processes; and
  - equipping all PSC regional offices with e-testing centres that effectively and efficiently process and score increasing numbers of tests, while enhancing test security.
- the creation of an Aboriginal Centre of Excellence to provide expertise in culturally appropriate recruitment, staffing and retention strategies. The PSC is exploring opportunities to expand this concept to other employment equity groups.

9.5 As recommended in the *Second Report of the Prime Minister's Advisory Committee on the Public Service*, the PSC will involve deputy ministers in the governance of the services it provides through the creation of a Deputy Minister Advisory Committee on PSC Staffing and Assessment Services. This Committee should be ready to begin its activities by the Fall of 2008.

Pilot Projects – In order to prepare for these new services, the PSC conducted pilot projects in 2007-2008 in various areas, such as collective staffing for recruitment.

In order to take maximum advantage of the flexibility that the *Public Service Employment Act* offers managers a number of regional offices supported collective staffing processes to create pools of partially assessed candidates for employment groups in high demand. Over 30 processes were conducted across Canada for functional communities and occupational groups. This approach leads to increased staffing efficiency and effectiveness. In Quebec, for example, the regional office in Montréal took the lead in a process involving seven departments to establish a pool of qualified candidates (48 in all) for CR-4 and CR-5 human resources assistant positions. The regional office manages the pool of pre-qualified candidates, from which positions can now be staffed easily and quickly. In British Columbia, the PSC regional office assisted seven federal organizations in the collective staffing for recruitment of nurses. On the basis of these positive experiences, more processes of this kind will be undertaken across Canada.

9.6 **E-staffing /The Public Service Staffing Modernization Project**
The Public Service Staffing Modernization Project (PSSMP) is a comprehensive, government-wide initiative, led by the PSC, to transform staffing in the federal public service. The following four objectives have been established for the project:

- enhancing the protection of merit and non-partisanship by providing delegated organizations with common staffing standards, tools and processes;
- improving the quality of hiring across government;
- significantly reducing the time and cost to fill positions (internal and external); and
- improving client satisfaction (including the ease of use) for managers, employees and applicants.

9.7 The project has two streams:

- Stream I – Public Service Resourcing System (PSRS) – is an e-staffing system for all external and student hiring for the Government of Canada.
- Stream II is a modern staffing solution that will integrate external and internal staffing into a common system.

9.8 **Stream I – The Public Service Resourcing System** is a Web-based recruitment tool that screens external applicants in minutes, based on their responses to a customized on-line application form. It is available across Canada through the PSC regional offices and is also directly used by 12 departments and agencies. In 2007-2008, managers used this tool to process approximately 1 million applications for more than 5 000 advertisements. Job opportunities open to the public are posted on the Web at www.jobs.gc.ca.

9.9 To date, the PSRS has been effective in managing the increased volume of applications and has enabled the expanded use of national area of selection for external recruitment processes. However, departments and agencies have not taken full advantage of the system or its capacity to communicate with candidates. Increased awareness, as a result of communication and training, will improve the use of the PSRS and, ultimately, improve the effectiveness and efficiency of staffing processes.

9.10 The PSRS has been a good interim solution for the PSC's recruitment initiatives. However, aging technology and evolving business requirements necessitate a new integrated solution to support departments and agencies.

9.11 **Stream II**, which integrates external and internal staffing processes, will provide common systems, services and tools to modernize staffing government-wide. The PSC is working with its partners in other departments and agencies to determine the requirements of a long-term staffing solution. The business requirements for this stream of the project will be defined in 2008-2009. The following principles will guide the design of the system:

- providing information on, and access to, employment opportunities to internal and external applicants, in a manner that focuses on the job seeker;
- giving organizational managers and human resources professionals access to information and tools that simplify the staffing process, support the implementation of the PSEA, manage collective staffing processes, and provide electronic testing and screening, electronic communication with candidates, as well as electronic tools for monitoring and reporting; and
- supporting increased accountability and oversight, and the application of the guiding values of fairness, representativeness, transparency and access.

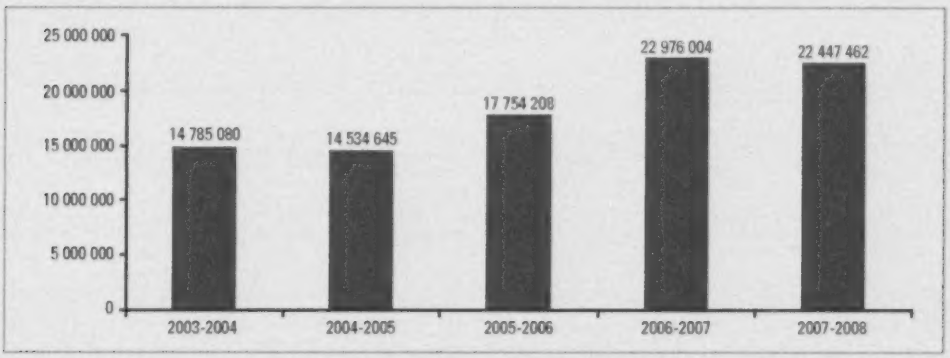
9.12 In implementing this project, the PSC will continue to ensure its alignment with other human resources-related initiatives in the federal government, such as the Canada Public Service Agency's Common Human Resources Business Process Initiative. The PSSMP governance structure has been strengthened through the creation of two external advisory bodies, in addition to a PSC senior management governance committee responsible for overseeing the project. Regular updates are provided to the Human Resources Management Advisory Committee and the Deputy Minister Committee on Public Service Renewal and the Service Alignment Committee. Ensuring alignment with other cross-government initiatives is a major focus of project activities.

9.13 The PSC's efforts to modernize internal and external staffing are under way. Delays caused by an initial lack of funding and recent contracting issues may put even greater pressure on the existing system at a time when the government is expecting the staffing system to deliver more. The PSC has adjusted its planning accordingly and is seeking the necessary funding.

9.14 **Recruitment statistics and volumes** – The PSC connects potential employees with federal public service jobs. The PSC Policy on Advertising in the Appointment Process requires that opportunities open to the public be advertised on the Web site at www.jobs.gc.ca and on Infotel or another toll-free telephone service that allows Canadians to hear the same advertisements.

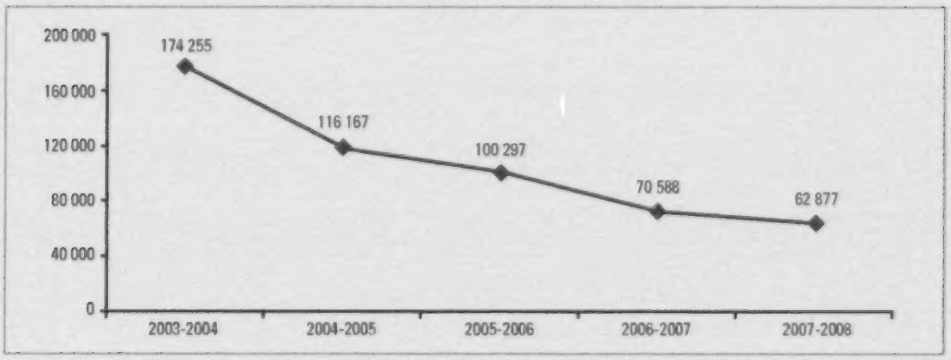
9.15 To effectively measure the number of Web site visits over the course of the year, statistics include the total number of visits to both the www.jobs.gc.ca and PSRS Web sites. In 2007-2008, there were 22.4 million visits (Figure 19) to the Web sites and 62 877 calls to Infotel (Figure 20). The number of visits to the Web sites decreased slightly from the previous year, while the number of Infotel calls continued to fall.

Figure 19 – Total visits to the jobs.gc.ca Web site



Source: PSC Web stats; figures reflect total visits to www.jobs.gc.ca and PSRS sites

Figure 20 – Infotel usage: number of calls annually



Source: Service Canada, Rogers and Computer Talk (Bell)

9.16 In 2007-2008, 5 032 advertisements were posted on the www.jobs.gc.ca site by the PSC and by departments and agencies with direct access to the PSRS. These advertisements included general recruitment activities by federal organizations, as well as specialized recruitment activities through the PSC's two specialized recruitment programs – the Post-Secondary Recruitment (PSR)

Program and the Recruitment of Policy Leaders (RPL) Program. With these advertisements, organizations expected to fill more than 11 000 positions. While the number of advertisements in 2007-2008 represented a decrease from the previous year, the number of positions available increased (from 10 500 to 11 135). These figures suggest an increased use of collective staffing approaches.

9.17 In response to these advertisements, more than 279 000 job seekers sent in approximately 1 million applications. Based on the number of applications for which the number of openings was known, each opening received on average more than 90 applications.

9.18 Table 16 presents the 10 occupational groups posted on www.jobs.gc.ca with the highest application to positions available ratios and the 10 groups with the lowest application to positions available ratios in 2007-2008. For those groups with a high application-to-positions available ratio, hiring managers might benefit from volume-management strategies. For those groups with a low application-to-positions available ratio, managers may benefit from using an outreach strategy that goes beyond advertising on the PSC's Web site.

Table 16 – Occupational groups by application-to-positions available ratios

Highest 10 occupational groups by application-to-positions available ratio		Lowest 10 occupational groups by application-to-positions available ratio	
2007-2008		2007-2008	
Classification	Ratio	Classification	Ratio
SC - Ships' Crews	2 295	LA - Law	19
MA - Mathematics	771	GL - General Labour and Trades	18
FS - Foreign Service	544	AO - Aircraft Operations	17
ST - Secretarial, Stenographic and Typing	342	LI - Light-keepers	15
RE - Research	334	PS - Psychology	13
WP - Welfare Programmes	165	SR - Ship Repair	12
UT - University Teaching	160	HS - Hospital Services	11
SG - Scientific Regulation / Patent Examination	149	NU - Nursing	9
TR - Translation	140	HP - Heating, Power and Stationary Plant Operations	8
PM - Program Administration	127	PH - Pharmacy	6

Source: Public Service Resourcing System as of March 31, 2008

9.19 **Educational profile of applicants to external advertisements** – Of the more than 279 000 individuals who responded to advertised external opportunities in 2007-2008, approximately 66% reported having at least a post-secondary diploma or degree. Table 17 shows the distribution of academic level by employment category.

This high level of education of applicants may reflect the overall increase in academic qualifications of the Canadian population and the fact that the public service continues to be an employer of choice...

9.20 Notably, approximately 68% of applicants to positions in the Clerical and Secretarial category (e.g., Clerical and Regulatory group, levels 1 through 5) indicated they had at least a post-secondary diploma or degree, whereas the minimum educational requirement of the Treasury Board's Occupational Groups Qualification Standards is for two years of secondary school or employer approved alternatives. This high level of education of applicants may reflect the overall increase in academic qualifications of the Canadian population and the fact that the public service continues to be an employer of choice for educated Canadians.[3] It may, however, create the potential for the underemployment of workers who may be better employed in other occupational groups, where they could more fully apply their formal education.

Table 17 – Highest academic level reported by applicants to advertised external processes in 2007-2008

Employment category	High school or less	Some post-secondary credits	College diploma	Bachelor's degree	Master's degree	Doctorate	Unknown
Professional and Administrative	5.9%	2.5%	14.8%	45.1%	16.5%	2.6%	12.6%
Executive	4.3%	1.3%	6.7%	29.8%	30.7%	6.1%	21.1%
Computer Related, Technical and Scientific	2.6%	0.7%	6.5%	52.0%	21.6%	5.3%	11.3%
Clerical and Secretarial	16.2%	3.1%	17.7%	37.3%	11.7%	1.8%	12.2%
Labour and Trades	29.6%	3.7%	25.2%	16.0%	4.5%	0.6%	20.4%
TOTAL	**13.3%**	**3.2%**	**19.5%**	**32.6%**	**11.2%**	**2.3%**	**17.9%**

Source: Public Service Resourcing System as of March 31, 2008

Note: Of the 279 518 individual applicants, 50 133 did not report their level of education. In addition, as applicants may have applied to more than one employment category, percentages may contain duplicate responses.

[3] Source: *Educational Portrait of Canada, 2006 Census: Findings*, Statistics Canada.

9.21 Table 18 shows that members of the four employment equity groups continue to express an interest in working with the federal public service. The percentage of individual applicants from visible minorities is at more than double the workforce availability for the group. The percentage of individual applicants from women and Aboriginal peoples remains generally the same and exceeds their workforce availability. The percentage of individual applicants from persons with disabilities remains approximately the same as in previous years, but is below their workforce availability.

...members of the four employment equity groups continue to express an interest in working with the federal public service.

Table 18 – Employment equity group representation of applicants to advertised external processes compared to their workforce availability

Visible minorities			Aboriginal peoples			Persons with disabilities			Women		
2006-2007	2007-2008	Workforce availability	2006-2007	2007-2008	Workforce availability	2006-2007	2007-2008	Workforce availability	2006-2007	2007-2008	Workforce availability
21.0%	21.8%	10.4%	3.5%	3.4%	2.5%	3.1%	2.9%	3.6%	60.0%	61.1%	52.2%

Source: Public Service Resourcing System as of March 31, 2008.
Canada Public Service Agency for workforce availability figures.

Note: The percentage of women is calculated based on the number of applicants whose gender was known.

9.22 As shown in Table 19, applicants continue to come from across Canada, with the majority (64.3%) residing in Ontario and Quebec. The percentage of applicants from any region in 2007-2008 was equal to or exceeded that region's share of Canada's population, with the exception of Alberta, British Columbia, Quebec and Saskatchewan. The lower percentages are reflective of a highly competitive labour market in these four regions.

Table 19 – Percent distribution of applicants and Canadian population

Province	2006-2007 Applicant residence	2007-2008 Applicant residence	Canada's population
Newfoundland and Labrador	2.1%	2.6%	1.6%
Nova Scotia	4.8%	5.3%	2.9%
Prince Edward Island	1.2%	1.2%	0.4%
New Brunswick	3.5%	3.3%	2.3%
Quebec	22.6%	23.0%	23.9%
Ontario	40.5%	41.3%	38.5%
Manitoba	4.9%	4.2%	3.6%
Saskatchewan	2.9%	2.2%	3.1%
Alberta	5.9%	6.3%	10.4%
British Columbia	11.1%	9.7%	13.0%
Northwest Territories	0.3%	0.2%	0.1%
Nunavut	0.1%	0.1%	0.1%
Yukon	0.1%	0.1%	0.1%
TOTAL	**100%**	**100%**	**100%**

Source: Public Service Resourcing System and 2006 Census

9.23 **Official language proficiency** – Applicants for public service jobs remain representative of Canada's linguistic duality (Table 20). English was identified as the first official language (FOL) by 73.3% of applicants in 2007-2008, down only slightly from 73.5% in 2006-2007; 26.7% of applicants declared French as their FOL in 2007-2008, compared with 26.5% in 2006-2007. As shown in Table 20, self-declared proficiency in the second official language remains much higher for those applicants identifying French as their FOL than for those applicants identifying English as their FOL.

Table 20 – Official language proficiency reported by applicants

First official language	Second official language (SOL)	Proficiency in SOL	2006-2007	2007-2008
English	**French**	None	38.3%	36.5%
		Beginner	37.9%	38.6%
		Intermediate	16.7%	17.6%
		Advanced	7.1%	7.3%
		TOTAL	**100%**	**100%**
French	**English**	None	0.6%	0.5%
		Beginner	8.2%	8.4%
		Intermediate	36.7%	38.4%
		Advanced	54.5%	52.7%
		TOTAL	**100%**	**100%**

Source: Public Service Resourcing System as of March 31, 2008

The Passport Canada story – When Passport Canada needed to bolster its ranks in anticipation of 4.76 million passport applications, it turned to the Public Service Commission (PSC). While Passport Canada had previously relied on the support of the PSC for a number of smaller recruitment processes, this initiative was far larger than any it had dealt with before.

Through this large scale, national initiative, Passport Canada was expecting to make appointments into more than 400 positions at various levels (PM-1, CR-3 and CR-4) before the end of March 2008. A Memorandum of Understanding between Passport Canada and the PSC, for the provision of "end to end" staffing and assessment services, was signed in December 2007.

The PSC provided Passport Canada with large pools of qualified candidates. One week after the external advertisement for the CR-3/CR-4 positions was posted, more than four different tests were administered to 900 candidates in the National Capital Region. In less than two months, a list of over 650 qualified candidates for the CR-3 level was given to Passport Canada. By the end of the fiscal year, the PSC also provided Passport Canada with a list of more than 125 qualified CR-4 candidates and a pool of more than 150 qualified candidates at the PM-1 level to be appointed in various locations across Canada.

As of April 2008, Passport Canada was in the process of extending offers to more than 380 candidates from the three established candidate pools. It is expected that the PM-1 talent pool, which was established from a single source – the 2007 Post-secondary Recruitment Campaign – will be fully exhausted when appointments are made across Canada.

Table 21 – Passport Canada mass recruitment

CR-3/CR-4 Process						
No. of applications	No. of unique applicants	No. of positions	Women	Visible minorities	Aboriginal peoples	Persons with disabilities
CR-3: 1 742 CR-4: 1 382	1 829	261	57.2%	33.4%	2.9%	4.7%
PM-1 Process						
No. of selected candidates from PSR general inventory		No. of positions	Women	Visible minorities	Aboriginal peoples	Persons with disabilities
PM-1: 2 196		152	47.1%	35.0%	2.2%	3.7%

Specialized recruitment programs

9.24 The PSC offers two programs related to the recruitment of post-secondary graduates: the Post-secondary Recruitment (PSR) Program and the Recruitment of Policy Leaders (RPL) Program.

9.25 **The Post-secondary Recruitment Program** – The PSR is an annual campaign. Through the use of e-Recruitment, the PSR expedites staffing on a national scale for departments and agencies, as well as for functional communities. This process accelerates the screening process and allows for the efficient and sophisticated management of applications.

9.26 In 2007-2008, the PSC undertook its largest campaign ever for public service renewal and, more specifically, in support of the Clerk of the Privy Council's target of 3 000 indeterminate appointments of new graduates by March 31, 2008.

9.27 The PSR has two components. Career choices attract graduates to specific areas of employment, while the general inventory offers a broader range of specializations. Applicants may apply to both components, allowing departments and agencies to staff a wide range of jobs from a large pool of candidates.

9.28 The 2007-2008 campaign advertised 40 career choices and three functional community job streams. In addition, the PSC invited graduate job seekers to submit their applications to the general inventory. Client departments and agencies identified more than 1 700 planned staffing actions through these opportunities. The campaign received a strong response from the post-secondary graduate labour market. Over 21 000 applicants submitted more than 48 000 applications. This rate represents a 53% increase in applications from 2006-2007. Applicants presented solid educational qualifications, from schools across the country, in a broad range of specializations. From year to year, the PSR continues to attract a diverse applicant pool from the post-secondary graduate labour market.

The Post-secondary Recruitment Program campaign received a strong response from the post-secondary graduate labour market. ...a 53% increase in applications from 2006-2007.

9.29 The following tables present a demographic profile of PSR applicants.

Table 22 – Highest degree reported by applicants to PSR in 2007-2008

High school or less	Some post-secondary credits	College diploma	Bachelor's degree	Master's degree	Doctorate	Unknown education
0.9%	0.4%	3.0%	57.9%	31.7%	5.3%	0.8%

Source: Public Service Resourcing System as of March 31, 2008
Note: Of a total 21 740 individual applicants, 173 did not report their level of education.

Table 23 – Representation of employment equity group members among PSR applicants: 2007-2008

Visible minorities		Aboriginal peoples		Persons with disabilities		Women	
2007-2008	Workforce availability	2007-2008	Workforce availability	2007-2008	Workforce availability	2007-2008	Workforce availability
39.1%	10.4%	1.5%	2.5%	3.0%	3.6%	54.1%	52.2%

Source: Public Service Resourcing System and Canada Public Service Agency

Table 24 – Number and representation by first official language reported by PSR applicants: 2007-2008

First official language	Number	Percent (%)
English	14 052	64.6%
French	7 688	35.4%
TOTAL	**21 740**	**100.0%**

Source: Public Service Resourcing System as of March 31, 2008

Table 25 – Number and distribution of PSR applicants by home province or territory: 2007-2008

Home province/territory	Number	Percent (%)
Newfoundland and Labrador	335	1.5%
Nova Scotia	869	4.0%
Prince Edward Island	260	1.2%
New Brunswick	383	1.8%
Quebec	7 292	33.5%
Ontario	9 271	42.6%
Manitoba	558	2.6%
Saskatchewan	289	1.3%
Alberta	736	3.4%
British Columbia	1 510	6.9%
Northwest Territories	12	0.1%
Nunavut	6	0.0%
Yukon	7	0.0%
Outside Canada	212	1.0%
TOTAL	**21 740**	**100.0%**

Source: Public Service Resourcing System as of March 31, 2008

9.30 The PSR offers federal departments and agencies the use of standardized assessment tools. In the 2007-2008 campaign, client managers used the PSC's standardized tests for 28 career choices. Candidates wrote more than 29 000 tests, both for the PSR general inventory and for the specific career choices. The PSC conducted tests in over 100 locations, 53 of them abroad.

9.31 For the first time, the PSC used the three standardized assessment tools (Graduate Recruitment Test, Situational Judgment Test and the Written Communication Proficiency Test) to assess applicants to the PSR general inventory. These assessments produced an additional pool of partially assessed university graduates, saving federal departments and agencies time and money.

9.32 In 2007-2008, organizations hired about 1 000 graduates through the PSC's PSR services (this figure includes appointments made to the Management Trainee Program, the Accelerated Economist Training Program, and the Financial Officer and Internal Auditor Recruitment and Development Program). As many appointments from the fall 2007 campaign have not yet been finalized, it is anticipated that additional appointments will occur in 2008-2009.

9.33 The PSC continues to actively promote the use of its post-secondary recruitment programs and the PSR general inventory to all departments and agencies, through the Human Resources Council, Federal Councils, and special public service renewal meetings. With its fall 2008 PSR campaign, the PSC will again help federal organizations work toward achieving the recruitment targets of the Clerk of the Privy Council as outlined in the 2008-2009 Public Service Renewal Action Plan.

With its fall 2008 PSR campaign, the PSC will again help federal organizations work toward achieving the recruitment targets of the Clerk of the Privy Council as outlined in the 2008-2009 Public Service Renewal Action Plan.

Functional communities

9.34 The PSC continues to support the recruitment initiatives of functional communities. Functional communities are comprised of federal public sector employees who share common work functions, purpose and interests. The PSC helps design, develop, implement and deliver recruitment services for the collective needs of functional communities. When appropriate, the PSC can support functional communities by using the Post-secondary Recruitment (PSR) Program to conduct testing on a national scale. By taking advantage of the functionalities offered by the PSC's Public Service Resourcing System (PSRS), functional communities can more efficiently manage the volume of applicants. Additional staffing support, outside of the PSR program, is also provided to functional communities upon request.

...the PSC managed various processes for functional communities by creating inventories and pools of fully or partially assessed candidates and by conducting recruitment processes.

9.35 In 2007-2008, the PSC managed various processes for functional communities by creating inventories and pools of fully or partially assessed candidates and by conducting recruitment processes. Many of the processes the PSC managed will continue for more than one year. The PSC supported the recruitment initiatives of the following five functional communities:

- Science and technology;
- Human resources professionals (PE-1/2, PE-3/4 and compensation advisors);
- Information technology;
- Communications; and
- Procurement, material management and real property.

Table 26 below provides a summary of the results of each initiative.

Table 26 – Functional communities' recruitment initiatives supported by the PSC

Initiative	Applications received[1]	Representation of Employment Equity Group Members[5]				Number referred	Number qualified
		Visible minorities	Persons with disabilities	Aboriginal peoples	Women		
Science and Technology (S&T) Community							
Fall 2006 to Oct. 2007	2 192	33.0%	2.0%	1.0%	57.4%	934	N/A
Fall 2007	2 612	39.9%	1.3%	1.0%	48.9%	936	N/A
HR professionals (PE-1/2) – Results of the two campaigns[2]							
Fall 2007	2 031	32.8%	4.6%	2.2%	62.1%	392[4]	215
Compensation advisors (AS-1)[3]							
Winter 2007	5 770	24.1%	5.0%	3.5%	68.8%	652	130
Fall 2007	2 782	25.3%	4.1%	3.6%	75.5%	1947	126
Information technology (CS-1)[2]							
Fall 2007	844	49.1%	3.4%	1.7%	22.3%	353	In progress
Communications communities specialist (IS-4)[2]							
Summer 2007	1 152	22.3%	4.3%	3.2%	63.4%	849	109
Procurement, material management and real property (PG-1)[2]							
Fall 2007	10 017	12.9%	2.8%	0.3%	47.5%	282	107

Source: Public Service Resourcing System and PSC Recruitment files as of March 31, 2008

[1] Denotes the number of applications submitted by applicants and accepted by the Public Service Resourcing System.

[2] Denotes a fully assessed pool.

[3] The winter 2007 initiative created both a partially assessed and fully assessed pool, whereas the fall 2007 initiative created a fully assessed pool only.

[4] Refers to applicants who successfully passed the Graduate Recruitment Test, the Situational Judgement Test and the Written Communication Proficiency Test and who were invited to the HR Consultation Simulation Exercise.

[5] Except for the PG-1 inventory, the representation of employment equity (EE) members in this table reflects the percentage of EE members out of the total applicants to the process. For the PG-1 inventory, the representation of EE members reflects the percentage of EE members referred to departments.

9.36 **Science and Technology (S&T)** – The successful creation in 2006 of a non-tested Science and Technology (S&T) inventory led to a repeat of this initiative in the fall of 2007. Operated in partnership with the S&T Community Management Secretariat, it produced an inventory that gives managers the flexibility to conduct their own assessments by following the Statement of Merit Criteria. The S&T community is made up of employees

of 13 science-based federal organizations. The assistant deputy ministers who are members of the S&T Community have endorsed the inventory as a preferred recruitment source.

9.37 **Human resources (HR) professionals (PE-1/2, PE-3/4 and compensation advisors)** – The HR professionals community has been working on several renewal initiatives. Specifically, it has focused on recruiting entry- and mid-level human resources professionals.

- PE-1/2 human resources entry-level recruitment – Of the 163 HR advisors reported qualified at the entry level in the 2006-2007 PSC Annual Report, 79 were appointed to indeterminate positions in 2007-2008 following a matching process for organizational fit held at a career fair.
- Again in the fall of 2007, the PSC worked with the HR community to ensure that the PSC recruitment services met their needs. The fall 2007 process once again used PSR's three standardized assessment tools (Graduate Recruitment Test, Situational Judgment Test and the Written Communication Proficiency Test). Of the 1 147 candidates who passed these three tests, 392 were referred for the HR Consultant Simulation Exercise and second language evaluation portions of the assessment.
- PSC efforts to ensure that hiring organizations could access a larger pool of bilingual candidates were successful – 57% of qualified candidates obtained an intermediate or higher proficiency level in their second language evaluation (level B or higher).
- PE-3/4 human resources professionals – In the summer of 2006, the PSC launched a recruitment campaign on behalf of the Canada Public Service Agency and the Human Resources Council to address the shortage of human resources professionals at the mid-career level. In addition, the PSC managed a number of country-wide assessment processes. Candidates who passed three standardized tests underwent further assessment using competency-based simulation exercises and second language evaluation as required. Two pools of partially assessed candidates were referred to the Human Resources Council.
- This recruitment campaign initially resulted in seven appointments from a partially assessed pool of 614 candidates. To take advantage of the remaining number of candidates, the human resources functional community fully assessed candidates against three operational streams: staffing, classification and labour relations. Over 35 departments and agencies took part in this phase. The PSC continued to actively market and manage the remaining candidates in the fully assessed pool until it closed in July 2008.

- Compensation advisors – In the winter of 2007, the HR community began the first national campaign to recruit entry-level compensation advisors. In conjunction with the Canada Public Service Agency and the Human Resources Council, more than 25 departments and agencies participated in this campaign. At the May 2007 career fair, there were 53 offers of appointment. In September 2007, the PSC launched a second campaign that included an increased focus on bilingual positions in the National Capital Region.

9.38 **Information technology (CS-1 entry level)** – The information technology (IT) community attracted 844 applicants in response to the PSR fall 2007 advertising campaign. As the community was a tested targeted career choice, candidates were required to pass the three PSR standardized assessment tools. The 360 successful candidates will be considered for further assessment. The PSC provided guidance and advice in the preparation of the Statement of Merit Criteria, a poster and an interview guide. The PSC will manage the fully assessed pool of remaining candidates following the community's career fair, which was held in the summer of 2008.

9.39 **Communications functional community** – With the aid of the PSC, the communications functional community launched two processes. The PSC provided advice and guidance, test administration and, in some cases, training. In turn, members of the community are managing their own respective processes. The PSC will continue to support departments and agencies by managing the fully assessed candidate pools and providing candidate referrals upon request.

9.40 **Procurement, material management and real property** – In 2007-2008, the procurement, material management and real property (PG) community used the PSC general inventory for its collective PG-1 process. With guidance from the PSC, the community developed a generic Statement of Merit Criteria, resulting in the referral of 284 partially assessed candidates from the general inventory. The community will manage the subsequent assessment of these candidates. Following any additional assessment by the community, the PSC will then manage the referrals of the remaining pool of fully assessed candidates.

9.41 **The Recruitment of Policy Leaders (RPL) Program** – Introduced in 2005, RPL enhances the public service capacity for policy analysis and development. The program attracts exceptional Canadian graduates with significant expertise in a number of areas, including national security, health, social development and environmental concerns, and allows departments and agencies to appoint candidates to policy positions. The PSC manages the program with a Deputy Minister (DM) Champion appointed by the Clerk

of the Privy Council. The PSC works in partnership with graduates from the program, and also draws on policy leaders from a range of federal organizations (such as Human Resources and Social Development Canada, Natural Resources Canada, the Privy Council Office, the Canada Border Services Agency, Industry Canada, Environment Canada, Canadian Heritage and Foreign Affairs and International Trade Canada).

9.42 The program recruits Canadian graduates who have achieved academic excellence, acquired policy related experience, and demonstrated leadership through their work, voluntary activities or academic studies. They have the background and skills necessary to take on Canadian public policy challenges and make significant contributions to the public service.

9.43 This program is unique in that it is a targeted recruitment campaign. Upon placement in the pool, candidates are paired with a seasoned policy leader who works to identify departments and agencies and areas of interest, and arranges interviews in the hopes of facilitating a match. Due to the high calibre of recruits it has attracted to date, the program consistently generates interest from departments and agencies.

Table 27 – Recruitment of policy leaders

Fiscal Year	Number of campaigns	Number of applicants	Number of qualified candidates	Number of appointments
2005-2006	2	2 084	95	66
2006-2007	1	1 005	51	29
2007-2008	1	996	60	32

Source: Public Service Resourcing System as of March 31, 2008 (for the number of campaigns and number of applicants) and Program Recruitment files (for the number of qualified candidates and the number of appointments)

9.44 Four federal departments or agencies have made the greatest use of the program: Foreign Affairs and International Trade Canada, the Canadian International Development Agency, Environment Canada and Canadian Heritage.

9.45 An evaluation of RPL was completed in 2007-2008. The results were very positive. The objective of the evaluation was to undertake an assessment of the extent to which the Recruitment of Policy Leaders is achieving its objectives and intended outcomes in a way that is effective and provides value for money. The evaluation included an on-line survey of RPL applicants and other stakeholder groups; in depth personal interviews with RPL officials

and other stakeholders; and a focus group of RPL recruits in the department of Foreign Affairs and International Trade, the largest client. Clients within the federal departments and agencies believed that the RPL was a very successful mechanism for recruiting highly qualified policy specialists.

9.46 Among other things, the evaluation recommended permanent funding and a developmental component to complement RPL. The PSC will work with the DM Champion to develop an action plan to follow-up on these recommendations.

Recruitment of students for temporary employment

9.47 The PSC manages three specialized recruitment programs used by federal public service managers to hire students on a temporary basis: the Federal Student Work Experience Program (FSWEP), the Research Affiliate Program (RAP), and the Co-operative Education and Internship Program (CO-OP).

9.48 **Federal Student Work Experience Program** – The Federal Student Work Experience Program (FSWEP) is the primary vehicle through which federal departments and agencies recruit students for temporary jobs. Candidates must be full-time secondary or post-secondary students at an accredited institution. They must also be returning to full-time studies for the next academic term, and have reached the minimum age to work in the province or territory where the job exists.

9.49 In 2007-2008, the program attracted 58 681 applications, which led to 9 810 student hires. This represents an increase in FSWEP hires over the previous two years. However, the total number of applications received was significantly lower than in previous years. Procedural changes in how students apply to FSWEP may have had an impact on the number of students registered in the program. The PSC has put an action plan in place to address this situation and resolve new issues as they arise.

The Federal Student Work Experience Program attracted 58 681 applications, which led to 9 810 student hires.

Table 28 – Federal Student Work Experience Program activities

	2005-2006	2006-2007	2007-2008
Applications received	76 000	71 402	58 681
Hires	8 581	9 574	9 810

Source: Public Service Resourcing System and PSC hiring and staffing activities

Table 29 – Geographic and educational profile of FSWEP applicants

Geographical area	2007-2008			
	Applications received	Secondary	College	University
Newfoundland and Labrador	949	113	111	725
Nova Scotia	2 251	286	212	1 753
Prince Edward Island	947	184	63	700
New Brunswick	2 028	232	142	1 654
Quebec (except NCR)	13 988	991	3 813	9 184
Ontario (except NCR)	27 466	2 402	3 324	21 740
Manitoba	2 187	231	205	1 751
Saskatchewan	1 440	109	139	1 192
Alberta	2 363	251	509	1 603
British Columbia	3 935	392	637	2 906
Northwest Territories	71	18	13	40
Nunavut	17	2	6	9
Yukon	25	2	5	18
Outside Canada	43	2	2	39
Unknown	971	169	191	611
TOTAL	**58 681**	**5 384**	**9 372**	**43 925**

Source: Public Service Resourcing System

9.50 **Research Affiliate Program** – The Research Affiliate Program (RAP) recruits post-secondary students looking for research experience. RAP is a unique program that matches a student's particular research interests with federal projects. The research project to which a student is assigned must be related to his or her degree program and help the student develop specific knowledge and research skills, including project design, execution and evaluation. RAP was designed to help the Government of Canada conduct research, retain possession of intellectual property and patents, and promote the transfer of scientific findings.

9.51 Federal departments and agencies may post specific research positions on the RAP Web site year round. To be considered, applicants must be students, as defined by the Treasury Board of Canada Secretariat in its *Canada Student Employment Policy*.

9.52 In 2007-2008, the federal government approved a pilot project for Natural Resources Canada – Earth Sciences Sector. The project was developed after the PSC and the Canada Public Service Agency consulted with Natural Resources Canada human resources professionals and Earth Sciences Sector managers. Under this pilot, students are paid through a bursary instead of the usual salary or stipend. The results of the successful pilot convinced the Canada Public Service Agency to include bursaries in addition to salaries and stipends as compensation for RAP participants.

9.53 The RAP continues to grow in popularity. The number of applications from students has increased as the program becomes better known within educational institutions. In 2007-2008, there was a significant increase in new hires (69, compared with 36 in 2006-2007) due to more postings by departments and agencies. There was, however, a decrease in the number of re-employments. Re-employments are directly related to the research being conducted and time needed for students to complete their thesis or dissertation. The decrease is a result of the research projects coming to a conclusion.

Table 30 – Research Affiliate Program

Fiscal year	Applications	Referrals	Hires	Re-employments
2006-2007	175	76	36	95
2007-2008	757	313	69*	75

Source: PSRS and PSC Recruitment files

*Of the 69 RAP hires during 2007-2008, 36 students were paid through a stipend or bursary and as such are not included in the student hiring figures reflected in Appendix 4, Table 42. Re-employment figures are also not reflected.

9.54 **Co-operative Education and Internship Program** – The CO-OP/Internship Program is the primary vehicle for providing post-secondary students with on-the-job training. Co-operative education alternates classroom instruction with semesters of work placement in the student's field of study. Internships offer supervised, on-the-job training assignments designed to give students the required skills and knowledge for entry into a trade or profession.

In 2007-2008, 3 757 CO-OP/Internship placements were made, an 8.7% increase...

9.55 One of the PSC's main roles is to confirm that the CO-OP or Internship programs offered by post-secondary schools meet the eligibility criteria so that their students can secure work placements in the federal public service. To be eligible, students must be pursuing full-time studies in a PSC-approved CO-OP or internship program. Departments and agencies hire these students; the schools advertise the opportunities for work placements. In 2007-2008, 3 757 placements were made, an 8.7% increase compared with 3 456 students in 2006-2007.

9.56 The CO-OP/Internship Program has become popular with public service managers, particularly as more educational institutions apply for PSC recognition. Among the benefits for managers is the potential to bridge students into term or permanent positions upon the completion of their studies.

9.57 In 2007-2008, the PSC expanded the Program to include apprenticeships. Under these programs, the PSC will now consider CO-OP/Internship programs at the secondary school level and in universities outside Canada. One of the objectives is to give Canadian students studying abroad access to CO-OP opportunities in Canada.

9.58 In 2007-2008, the PSC approved the master's degree program in counselling psychology at the City University of Seattle; the University of Rochester's Bachelor of Science in Applied Networking and Systems Administration; and the Master of Science in Space Management program at the International Space University in Illkirch Graffenstaden, France. Seven educational institutions outside Canada have received PSC approval for the CO-OP/Internship Program. In addition, the PSC, in partnership with the Deputy Minister University Champion Program, approved an internship program at the Glendon College campus of York University for its bilingual master's program in Public and International Affairs.

The expansion of the CO-OP/Internship Program will showcase the opportunities in the federal government and provide the public service with a larger pool of potential new recruits.

9.59 The expansion of the CO-OP/Internship Program will showcase the opportunities in the federal government and provide the public service with a larger pool of potential new recruits. It also provides the federal government with opportunities to take part in the development of both secondary and post-secondary students.

Table 31 – Co-operative or Internship Program (CO-OP) placements

	2004-2005	2005-2006	2006-2007	2007-2008
Placements	3 153	3 434	3 465	3 757

Source: Public Service Resourcing System and PSC hiring and staffing activities

Public service branding

In 2007-2008 the PSC undertook a variety of activities to increase awareness of the federal public service as an employer of choice.

The PSC was represented on university campuses by student ambassadors in the Atlantic Region, Quebec, the Prairies and Nunavut. Student ambassadors bring attention to the different recruitment programs available for students, and help promote the federal public service as a career choice by sharing their own work experiences.

The PSC made numerous presentations at educational institutions. In partnership with other departments and agencies, these presentations complement the work of student ambassadors by publicizing the opportunities available to students upon graduation. As part of the Post-secondary recruitment campaign, the PSC met with numerous individuals at universities and colleges across Canada.

Through its seven regional offices the PSC also took part in a number of job fairs open to the general public. In 2007-2008, the PSC participated at 44 such events across Canada.

In 2008-2009, the PSC will continue it efforts to reach out to students. In cooperation with the Canada Public Service Agency and organizations, the PSC will develop a plan for a job-seeker friendly Web site, as part of the 2008-2009 Public Service Renewal Action Plan.

Executive resourcing services

9.60 The PSC continues to offer a range of services for executive resourcing at the EX-1 to EX-3 levels. These services include internal staffing services for the selection of executives, and targeted recruitment or collective staffing strategies for employment equity designated groups or for functional communities (such as the information technology and financial management communities).

9.61 With the implementation of the *Public Service Employment Act* in December 2005, the PSC delegated its appointment authorities for executive positions (EX-1 through EX-5 levels). Since then, some deputy heads have opted to use their internal human resources services for these processes, while many departments and agencies continue to turn to the PSC for filling EX-1 to EX-3 positions. The Canada Public Service Agency supports selection and recruitment for the EX-4 and EX-5 levels.

9.62 In 2007-2008, departments and agencies assumed greater responsibility for their executive staffing. The PSC provided recruitment, assessment and selection services for 425 processes at the EX-1 to EX-3 levels. The vast majority of these selection processes were for unique positions. Compared with 2006-2007, this was a 178 (29.5%) reduction in the number of processes supported by the PSC services.

Assessment

9.63 The PSC offers a wide range of assessment products and standardized selection tools through the Personnel Psychology Centre. A variety of standardized tools are available to manage the high volume of applications associated with collective staffing and large-scale recruitment initiatives. These tools include instruments that assess judgment, reasoning skills and written communication.

9.64 The PSC also offers a range of instruments for assessing management and leadership abilities, including in-basket exercises, simulations and assessment centres such as Simulations for Executive Selection (SELEX). The PSC offers several tools to provide candidates with significant information and feedback on their management strengths and developmental needs. In addition, Executive Counselling Services provide career-oriented assessment and coaching services to the executive cadre and to the EX minus 1 and 2 feeder groups. Customized assessment services and product development are available on a cost recovery basis.

...the use of PSC standardized instruments increased by more than 30%...

9.65 **Assessment volumes** – In 2007-2008, the use of PSC standardized instruments increased by more than 30% over the previous year. This overall increase is attributable to substantive increases in demand for a variety of PSC tests, including more second language evaluation tests; an increased demand for PSC's cognitive ability, written communication and office skills tests; and double the number of tests (over 35 000) administered and scored for post-secondary recruitment purposes.

9.66 The assessment process for the Post-Secondary Recruitment campaign provided hiring managers with pools of post-secondary candidates pre-assessed for judgment, reasoning skills and written communication.

9.67 While overall demand for PSC tests was up significantly in 2007-2008, the number of behavioural assessment tools administered by PSC, such as SELEX and PSC structured reference checks, showed a decrease. SELEX and PSC reference checks are used to assess the public service Key Leadership Competencies. SELEX provides information about a candidate's competencies at the director level. Reference checks are an integral part of the selection process. When conducted appropriately, reference checks can be invaluable in identifying and averting potential problems and costs. The PSC's structured approach to reference-checking includes tailored instruments for each of the five executive levels, a training regimen for checkers and quality control.

9.68 In 2007-2008, the PSC saw continued growth in the coaching and counselling services offered by Executive Counselling Services. Requests for service increased by 14% in 2007-2008 (996 clients served) and demand for specific developmental services such as the Identification of Paths to Executive Development (IPEX) continued to grow. Introduced in 2006-2007, IPEX provides participants with comprehensive, multi-session feedback from registered psychologists and executive coaches on their leadership potential and competencies. The service is relevant both for employees interested in executive career progression and for organizations engaged in organizational and succession planning.

...the PSC saw continued growth in the coaching and counselling services offered by Executive Counselling Services.

9.69 **Tools to assess key leadership competencies** – The PSC has noticed increased interest in tools to assess the competencies associated with the Key Leadership Competencies Profile. In 2007-2008, the PSC implemented a revised version of its simulation for the EX-3 level. The revised simulation assesses values and ethics, strategic thinking, engagement and management excellence. It is administered by PSC assessment boards comprised of psychologists and experienced executives. The simulation is a standardized instrument that takes into consideration on-the-job realities at the senior executive level and is fair, valid, and reliable. Hiring managers may use its independent competency ratings to complement information from other tools, such as structured interviews and reference checks.

Table 32 – Assessment volumes

Assessment	2003-2004	2004-2005	2005-2006	2006-2007	2007-2008	Change (over last year)
All tests and assessments combined	129 042	112 318	162 200	180 591	237 112	31.3%
EX entry-level assessment (SELEX)	412	309	485	544	460	-15.4%
EX-3 simulation	not available	2	3	4	54	1 250%
EX reference checks	1 761	2 103	2 246	1 892	1 565	-17.2%

Source: Personnel Psychology Centre

9.70 **Second language evaluation** – The PSC is responsible for evaluating second official language proficiency for staffing purposes. It fulfills this mandate by developing, monitoring and administering or supplying standardized tests for reading, written expression and oral interaction. The PSC certifies departmental and agency test administrators for the reading and written expression tests. As well, the PSC selects, trains and certifies language assessors with backgrounds in linguistics and education to administer the Oral Interaction Test.

Table 33 – Number of second language evaluation tests administered by test and year, showing percentage change over the previous year

Assessment	2003-2004	2004-2005	2005-2006	2006-2007	2007-2008	Change (over last year)
Reading	20 351	20 610	26 319	27 244	32 894	20.7%
Written expression	22 679	23 347	28 950	29 887	36 139	20.9%
Oral interaction	19 739	20 291	22 963	24 327	25 831	6.2%
TOTAL	**62 769**	**64 248**	**78 232**	**81 458**	**94 864**	**16.5%**

Source: Personnel Psychology Centre

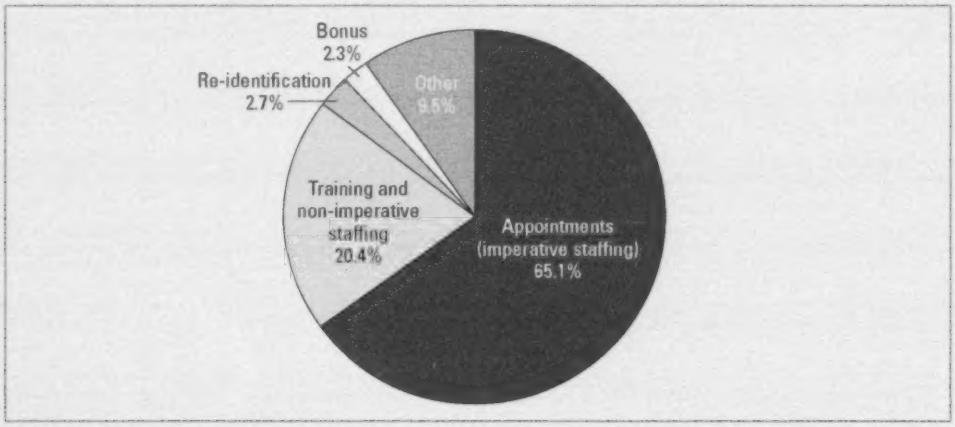
9.71 In 2007-2008, the PSC saw a 16.5% increase in second language evaluation testing, bringing the overall increase in testing levels to 51% over the last five years. This increase was most notable for the reading and written expression tests in 2007-2008.

9.72 **Wait times** – The PSC continued to work aggressively to reduce wait times for oral interaction testing in 2007-2008. While substantial progress was made in reducing wait times for French as a second official language testing in 2006-2007, a spike in requests for English tests in the spring of 2007 resulted in substantial backlogs. Building on measures implemented in 2006-2007, the PSC implemented a multi-dimensional strategy to reduce and stabilize both English and French testing services that year. As a result, service times for imperative staffing and language training purposes fell from a high of 21 weeks in the spring of 2007 to less than two weeks in February and March 2008.

...service times for imperative staffing and language training purposes fell from a high of 21 weeks in the spring of 2007 to less than two weeks in February and March 2008.

9.73 In 2007-2008, 65% of SLE Oral Interaction tests were conducted for appointment processes with bilingual imperative second language requirements. The PSC expects that such imperative staffing will continue to impact SLE service delivery times in the coming years. In 2008-2009, the PSC will explore further mechanisms to help ensure that service times are kept within the new standard.

Figure 21 – Use of oral interaction test in 2007-2008



Source: Personnel Psychology Centre

9.74 **Modernization of tests** – In 2005-2006, the PSC initiated a multi-year plan to develop and implement a new generation of second language evaluation (SLE) instruments. The new SLE Test of Written Expression in the Second Official Language was implemented in October 2007. The new Test of Oral Proficiency in the Second Official Language was fully implemented in June 2008. The development of the new reading test began in 2007-2008, with implementation scheduled for December 2009.

9.75 In keeping with professional testing practices, the PSC closely monitors its new tests and conducts an operational review of new tests once when they have been in operation for a number of months. While the six month review of the new SLE Test of Written Expression in the Second Official Language revealed that it is an exceptionally reliable instrument, some test takers found the new test fatiguing and some test administrators found it difficult to administer both the reading and written expression tests in the same half-day period. Given the test's high degree of reliability, the PSC was able to reduce it from 80 items to 65 items, while at the same time maintaining the test's validity and correspondence to the second language standards. The shortened version of the test was implemented on June 2, 2008.

9.76 **Pass rates on the English and French oral interaction test by level and year** – The PSC tracks pass rates on its second language Oral Interaction Test. Table 34 illustrates pass rates over the last three fiscal years, for all levels combined, for the B and C proficiency levels, as well as for the C level for executives. For the test taken in English, for all levels combined, pass rates dropped from 83.1% in 2005-2006 to 81.8% in 2006-2007, and rose to 83.4% in 2007-2008. The pass rates for executives at level C increased from 68.2% to 77.8% and dropped in the last year to 74.1%. For the French test, there has been an overall increase in pass rates over the past three years at the B and C proficiency levels and at the C level for executives. The reasons for these variations in pass rates are difficult to determine due to the varied range of factors influencing the results, including the changing profile of those taking the tests, demographics and policy changes.

Table 34 – Pass rates on the English and French Oral Interaction Test by level and year*

Level	2005-2006		2006-2007		2007-2008	
	French	English	French	English	French	English
All levels (A, B, C combined)	50.3%	83.1%	61.9%	81.8%	66.4%	83.4%
Level B only	63.7%	88.7%	72.2%	89.5%	76.0%	90.4%
Level C only	35.4%	72.1%	48.5%	66.5%	53.5%	66.6%
– Level C executives only	32.0%	68.2%	49.2%	77.8%	57.2%	74.1%

Source: Personnel Psychology Centre

*Pass rates reflect the number of successful tests at a given level divided by the total number of tests for which that level is required, expressed as a percentage. Levels A, B and C correspond to basic, intermediate and advanced levels of second language proficiency.

9.77 **Exemptions** – When candidates have attained Level C for a particular ability (reading, written expression or oral interaction), and their results are especially strong, they are granted an exemption from further testing in that ability. These are cases where the strength of the test results indicates that those candidates can be expected to maintain Level C indefinitely. The PSC's approach on exemptions is consistent with practices in other bilingual institutions, such as the University of Ottawa, where there is no retesting.

9.78 For the EX group, for 2005-2006 to 2007-2008 inclusive, 78 attained Level C on the Oral Interaction Test in English, of whom 24 (30.8% of 78) were exempted. Of the candidates tested in French over the same period, 623 attained Level C on the Oral Interaction Test, of whom 27 (4.3% of 623) were exempted.

In 2007-2008, the PSC continued to progressively expand its e-testing services.

9.79 **Update on the Tripartite Review Board** – In 2006-2007, the PSC initiated a second language pilot project called the Tripartite Review Board. The Board's mandate is to review, from multiple perspectives, the cases of employees having difficulty attaining second official language oral proficiency. The advisory board is comprised of representatives from the PSC (language testing), the Canada School of Public Service (language training) and the employee's department or agency. It provides recommendations to the department or agency tailored to each case. The Board has reviewed 24 cases from 18 federal organizations over the last two years. Feedback received from departments and agencies and from employees involved in the process has been positive. In the first year, over 50% of the employees involved went on to meet their language requirements. In 2008-2009, the PSC intends to progressively implement the Board as a cost recovery service.

9.80 **Assessment initiatives: e-testing** – In 2007-2008, the PSC continued to progressively expand its e-testing services. E-testing is a powerful way to accelerate test administration, scoring and the communication of test results. In 2007-2008, the PSC expanded its multi-station e-testing centres to all seven regional offices.

9.81 The PSC also observed increased interest in e-testing from federal departments and agencies. It continued to provide advice to organizations wishing to establish their own e-test centres to administer PSC tests, including the House of Commons, Statistics Canada and Health Canada.

9.82 Standardized e-tests are available to assess second language reading and written expression skills, as well as written communication, judgment, and reasoning skills at the officer level. In 2008-2009, the PSC will introduce additional e-tests appropriate for widespread use.

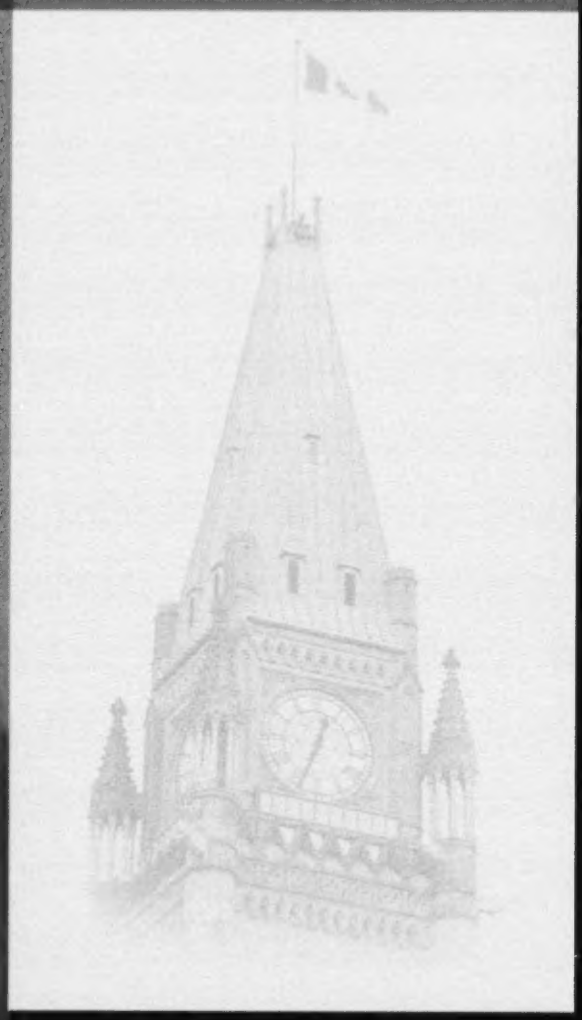
9.83 In 2007-2008, the PSC continued its best practice and empirical research into unproctored testing alternatives. Such alternatives would help managers deal with a high volume of applicants and minimize applicants' travel costs. The PSC is also evaluating the concept of using unproctored tests to assess some common essential skills and abilities. Results of this research are expected in 2008-2009.

9.84 **Test accommodations** – Under the *Employment Equity Act* and the joint PSC/Treasury Board Secretariat *Policy on the Duty to Accommodate Persons with Disabilities in the Federal Public Service*, federal organizations are obligated to accommodate persons with disabilities. This duty also applies to candidates in the selection and appointment processes. Psychologists with the Personnel Psychology Centre establish accommodations for the PSC suite of standardized tests. The PSC has seen a 70% overall increase in the requests for accommodations over the last three years (2005-2006: 1 346; 2006-2007: 1 952; 2007-2008: 2 294). As well, the PSC reports a significant increase in requests for its professional services in relation to test accommodations for departmental and agency tests. It received approximately 500 such requests in 2007-2008 alone.

9.85 The PSC has also observed an increase in the complexity of many accommodations cases, such as those involving candidates with multiple disabilities and learning disabilities. The increase in demand and the complexity of cases have resulted in waiting lists for accommodation services. In 2007-2008, the PSC sought and obtained authority from the Treasury Board to recover costs for accommodations on tests developed by departments and agencies. The PSC will begin to progressively implement this authority in 2008-2009. The PSC is also exploring other internal and external mechanisms to address backlogs in accommodations for PSC tests.

In 2007-2008, the PSC developed customized assessment tools to meet the needs of several organizations and development programs. PSC psychologists in the Quebec region developed a customized Situational Judgment Test for the Canadian Food Inspection Agency. The test will be used to recruit qualified, entry-level inspectors in specialized fields such as biology, veterinary medicine and agriculture. The test is tailored to the Agency's working environment and assesses ethics, values, relations with industry and teamwork.

Appendices



Appendix 1

Specific restrictions and conditions applied to organizations following the results of Public Service Commission oversight activities

	Canadian Space Agency	Commission for Public Complaints Against the RCMP	Office of the Correctional Investigator	Royal Canadian Mounted Police
Term and conditions	Dec. 31/05-present	Oct.4/05-present	Nov. 5/07-present	Apr. 28/08-present
The following are conditions for appointments, advertised or non-advertised, from inside or outside the public service:				
Special advisor (assigned from the PSC) to work with the organization to provide advice and support to the Commissioner regarding the implementation of the recommendations of the PSC audit report				X
PSC review and approval of strategy and approach for the use of student employment programs, casual employment processes	X			
PSC prior approval of the choice of appointment process				
PSC prior approval of merit criteria	X			
PSC review of all proposed assessment tools	X			
PSC representative sits on all assessment boards as advisor (not a rating member)				
Once all essential qualifications are assessed and other merit criteria applied, the PSC reviews and approves results and proposed candidate(s) considered for appointment prior to notification				
PSC approval of proposed candidate(s) for appointment if different on second notification from first notification				
The PSC is copied on signed letters of offer				
The PSC is advised of complaints brought to Public Service Staffing Tribunal (PSST) and of PSST decisions				
The PSC retains all authorities for EX resourcing processes; PSC carries out all transactions	X			
Appointment and appointment-related authorities cannot be sub-delegated to employees whose level is lower than that indicated		X Executive Director		

Appendix 1

Specific restrictions and conditions applied to organizations following the results of Public Service Commission oversight activities *(continued)*

	Canadian Space Agency	Commission for Public Complaints Against the RCMP	Office of the Correctional Investigator	Royal Canadian Mounted Police
Term and conditions	Dec. 31/05-present	Oct.4/05-present	Nov. 5/07-present	Apr. 28/08-present
Appointment and appointment-related authorities cannot be sub-delegated to employees whose level is lower than that indicated, with the exception of the authority to administer oaths and solemn affirmations, which can be sub-delegated to any level	X Director General			
Appointment and appointment-related authorities can be sub-delegated only to human resources (HR) staff (including both employees and members of the organization). On a transactional basis, a sub-delegated HR person can authorize an appointment only when they are at a level equal or superior to that of the hiring manager				X (effective Jul. 1/08)
Officials are expected to co-operate with human resources monitoring activities conducted by the PSC in order to assess progress against concerns raised through PSC oversight activities	quarterly			
The organization must report, in the prescribed manner, on the accountability indicators defined in the Staffing Management Accountability Framework, on any reporting requirements identified in the appointment policies and on the internal audits and studies that the organization performs or intends to perform		quarterly	quarterly	
Respond to the PSC audit report in a timely manner	X			
The organization will submit quarterly progress reports to the PSC on the implementation of PSC audit report recommendations and on its staffing activities				quarterly
Seek expert advice and input when addressing issues raised in the PSC audit report, including: • linkages between human resource planning and the choice of appointment process • clarification of roles and responsibilities in staffing • strengthening of the capacity of its HR specialists • training of managers	X			

Appendix 2

Specific sub-delegation arrangements – summary

Organizations	To whom	Time frame
Agriculture and Agri-Food Canada	To specific Interchange Canada participants	March 7, 2006 to July 31, 2008
Environment Canada	To specific Interchange Canada participants	March 7, 2006 to July 31, 2008
Finance Canada	To specific Interchange Canada participants	July 24, 2007 to July 31, 2008
Health Canada	To specific Interchange Canada participants	April 25, 2006 to July 31, 2008
Indian Affairs and Northern Development Canada	To specific Interchange Canada participants	June 7, 2006 to July 31, 2008
Industry Canada	To specific Interchange Canada participants	September 29, 2006 to July 31, 2008
Infrastructure Canada	To specific Interchange Canada participants	October 15, 2007 to July 31, 2008
National Defence	To members of the Canadian Forces	May 1, 2006 to July 31, 2008
Public Works and Government Services Canada	To specific Interchange Canada participants	February 6, 2007 to July 31, 2008
	To Procurement Ombudsman designate	November 19, 2007 until the appointment of the Procurement Ombudsman and the Office of the Procurement Ombudsman is officially established
Royal Canadian Mounted Police	To regular and civilian members of the RCMP at a level determined by the deputy head	July 1, 2008 until further notice
	To regular and civilian members of the RCMP within the Human Resources network	June 27, 2006 for an indefinite period
Treasury Board of Canada Secretariat	To specific Interchange Canada participants	July 25, 2007 to July 31, 2008

Appendix 3

Investigation cases

Appendix 3A – Founded investigations, PSEA section 66

Case 1

An anonymous allegation against an appointment process at the Canadian International Development Agency (CIDA) alleged improper conduct in a process where the choice of an external appointment process was thought to be unfair, and that the appointment of the candidate was not based on merit. The process was non-advertised, and only one candidate was appointed.

The investigation concluded that the statement of merit criteria for the position had been established according to the qualifications of the candidate. Also, the department did not demonstrate a link between the evaluation of the qualifications and the comments written to justify the appointment of the candidate. Further, it did not evaluate several qualifications that were included in the statement of merit criteria used for the appointment.

The PSC did not ask the department to reassess the candidate because the individual has since qualified for a position elsewhere.

The PSC instructed that managers of that specific branch attend training on the establishment of essential qualifications, the assessment of candidates and employment equity. The PSC also instructed CIDA to provide the PSC with the course material for review before the training is delivered.

Case 2

During an investigation into an external appointment process run by the Canada Public Service Agency, the PSC determined that a candidate was wrongly screened out of a selection process for not meeting the educational requirement.

The error was the result of the candidate's response to a field in the PSC's on-line application system. The system automatically screened out the candidate based on the response provided in the education field. The candidate indicated that four years of secondary school had been completed, rather than selecting the option of High School "completed." However, the candidate did complete secondary school in four years. This information was clearly indicated within the resume that was submitted; therefore, it was determined that the candidate had reasonably demonstrated that the educational requirement was met, and it was an error caused by the on-line application system.

The PSC's on-line application system has been modified to require a yes or no response from candidates as to whether they have a high school diploma. The candidates will only be prompted to enter the number of years of high school completed if they respond negatively to the question.

The PSC instructed that the employee be assessed in this selection process to determine whether the candidate qualified. As the pool had been exhausted and the department was initiating new pools, the PSC ordered that, should the candidate be qualified, the department must consider the candidate for appointment before appointing candidates from the new pools that the department was in the process of creating.

Case 3

During a selection process at Service Canada, personal suitability was assessed using two selection tools: an interview and a reference check. Personal suitability marks were awarded to the person appointed, but there was no evidence to show that the reference check for the candidate had been included in the determination of those marks. This resulted in a finding of improper conduct that affected the selection and appointment of the candidate.

The department had opportunities to question the lack of evidence for the marks allotted, both prior to the appointment and also at the time that the complaint was received. The decision not to review the appointment process documentation was an error which compounded the initial flaw.

The omission of the reference check to support the marks allotted constituted improper conduct. This, together with the failure to review the documentation, was deemed an error, which resulted in a contravention of section 66 of the PSEA.

The PSC ordered that a new assessment board be convened to reassess the personal suitability qualifications of the candidate, the results of which were to be relayed to the PSC in order to confirm or revoke the appointment of the candidate. The PSC also ordered that the Department ensure that all external appointment processes respect merit, non-partisanship and the guiding values, such as transparency, as well as adhere to the requirements of the PSEA and its regulations.

Appendix 3B – Political activities investigations, pursuant to PSEA section 118

Improper political activity contrary to subsection 115(1) (candidacy in municipal elections)

An employee of the Department of National Defence sought nomination as a candidate in a municipal election in Alberta, without requesting or obtaining permission from the PSC as required by subsection 115(1) of the PSEA. Once informed of the requirements, the employee withdrew from the election.

The PSC ordered that a letter be sent to the Department to remind it to communicate political activity messages to all its employees, including those with limited e-mail access.

An employee of Parks Canada Agency had participated in a municipal council in the Northwest Territories for many years. When the employee was a candidate for re-election, the employee did not request permission from the PSC before seeking nomination or being a candidate in the municipal election as required by subsection 115(1) of the PSEA. In December 2005, the Agency had circulated a notice to employees to advise them of the changes to the political activities provisions of the PSEA. Subsequently, the Agency provided inadequate information to the employee regarding participation in a municipal election. The employee was acting without full appreciation of what was required and believed that all obligations were fulfilled. When the employee asked the Agency if there were any additional obligations, the Agency did not respond.

The PSC ordered that a letter be sent to the employee to inform the employee that the activity was contrary to the PSEA and to remind the employee of the obligations pursuant to Part 7 of the PSEA. The PSC also ordered that a letter be sent to the Agency to remind them that the political activities provisions of the PSC extended to the Agency and its employees.

An employee with Citizenship and Immigration Canada was granted permission by the PSC to participate in a municipal election in Alberta pursuant to subsection 115(2) of the PSEA.

However, when given an acting assignment during the election period, the employee failed to inform the PSC of the change in duties which was clearly a condition of the permission granted by the PSC.

The PSC ordered that a letter be sent to the employee to inform the employee that this was contrary to the conditions of the permission set by the PSC, and to remind the employee of the obligations under Part 7 of the PSEA.

An employee of the Department of National Defence sought nomination and was a candidate in a municipal election in Alberta. The employee worked in a location where access to computers was limited and claimed not to have seen any communiqués concerning political activities for public servants. When the employee found out about the requirements under the PSEA, the forms to request permission were submitted to management immediately. However, the manager delayed sending in the forms to the PSC for another four weeks. The employee continued to seek nomination and to be a candidate in the municipal election even after being advised that they had to request and obtain permission from the PSC before doing so.

The PSC ordered that a letter of reprimand be sent to the employee, with a copy on the employee's personnel record, to inform the employee that the activity was contrary to subsection 115(1) of the PSEA and to remind the employee of the obligations under Part 7 of the PSEA.

It was also ordered that the employee seek permission for the remaining term of their office, and a letter was sent reminding the Department to communicate political activity messages to all its employees, including those with limited e-mail access.

An employee of Correctional Service Canada was a candidate in a municipal election in Alberta. The employee did not request or obtain permission from the PSC before seeking nomination as a candidate or becoming a candidate in a municipal election. When informed that this activity was contrary to subsection 115(1) of the PSEA, the activity ceased and the employee publicly announced withdrawal from the election.

The PSC did not order any corrective actions because the employee had ceased the activity.

An employee of Correctional Service Canada was a candidate in a municipal election in Alberta. The employee did not request or obtain permission from the PSC before seeking nomination as a candidate or becoming a candidate in a municipal election as required by subsection 115(1) of the PSEA. The employee found out about the requirements after it was too late to withdraw from the election.

The PSC ordered that a written reprimand from the PSC be placed on the employee's personnel file, with a copy to the Deputy Head.

An employee of the Atlantic Canada Opportunities Agency was re elected as a municipal councillor in Prince Edward Island without requesting and obtaining prior permission from the PSC as required by subsection 115(1) of the PSEA. A monitoring exercise by the PSC Accountability Directorate concerning municipal elections discovered the activity. The employee's manager was aware of the activity and did not require the employee to request permission from the PSC.

The PSC ordered that a letter be sent to the employee to inform the employee that the activity was contrary to the PSEA, and to remind the employee of the continuous obligations under Part 7 of the PSEA.

An employee with the Department of Veterans Affairs sought nomination as a candidate in a municipal election in Prince Edward Island without requesting or obtaining prior permission from the PSC as required by subsection 115(1) of the PSEA.

The employee did not deem that the participation was a political activity, since the position was received by acclamation, was voluntary and non-remunerated, and was for a very limited period of time – once per year.

The PSC ordered that a letter be sent to the employee to inform the employee that the actions were contrary to the PSEA, and to remind the employee of the need to request permission from the PSC should the employee wish to seek a nomination in the future.

An employee of the Department of Fisheries and Oceans participated as a candidate in a municipal election in Prince Edward Island, without requesting or obtaining prior permission from the PSC as required by subsection 115(1) of the PSEA. The employee was not aware of the requirements, did not have an e-mail address or access to a computer at work and, therefore, likely did not see any departmental communiqués concerning political activities. The supervisor was aware of the employee's activities, but was also not aware that there was a requirement to seek permission from the PSC.

Employees must inform themselves of their obligations concerning political activities; however, a portion of the responsibility lies with departmental deputy heads to ensure employee awareness, understanding and compliance with the regulations.

The PSC ordered that the employee receive a warning letter and that a letter be sent to the department to remind it to communicate political activity messages to all its employees, including those in remote communities.

An employee of the Department of Fisheries and Oceans participated as a council member in Prince Edward Island without requesting or obtaining prior permission from the PSC as required by subsection 115(1) of the PSEA. The employee's supervisors misunderstood the requirements of the PSEA and did not intervene in the activities of the employee.

Corrective actions are in the process of being determined.

Appendix 3C – Founded investigation, previous PSEA section 7.1, Office of the Correctional Investigator

An open competition was held to fill positions of Investigator at the Office of the Correctional Investigator (OCI). There were 51 candidates in total who were screened in at the first stage by the Human Resources Division of Public Safety and Emergency Preparedness Canada — the human resources provider for OCI.

One of the external candidates had self-identified as a member of an employment equity group. OCI's Human Resources provider advised the department that the candidate could be treated as a priority. OCI invited the candidate to an interview before the assessment phase of the open competition had started. The candidate was subsequently offered a term position.

The PSC determined that there were several irregularities in the staffing actions leading to the candidate's appointment and that these irregularities were contrary to the merit principle.

One of the irregularities noted was that OCI considered the candidate as a priority, which they did not have the right to do because the candidate was not a public servant at the time of application and, therefore, had no priority status. There were also other irregularities, including in the administration of exams.

The candidate has since been appointed to a position following an external advertised appointment process. As such, the PSC's file on this matter is now closed.

Appendix 3D – Unfounded investigation, PSEA section 66, Office of the Correctional Investigator

A non-advertised process was held to fill the position of Intake Officer. The PSC determined that the Office of the Correctional Investigator (OCI) did not contravene the PSEA and that the choice of a non-advertised process was reasonable. While the OCI made an error in the rationale for a non-advertised process, the error did not affect the selection of the person appointed, as there were other elements stated in the rationale that were nonetheless reasonable.

As a result, the PSC will not intervene further in this file.

Appendix 4

Statistical tables

The Annual Report includes a number of figures and tables, the data for which have been derived from a variety of sources. More complete data are available electronically at www.psc-cfp.gc.ca.

Data source

The information on hiring and staffing activities is derived from data received from the incumbent file of the Canada Public Service Agency. This file is extracted from the Public Works and Government Services Canada pay system. The PSC's Appointment Information and Analysis Directorate has developed a series of algorithms that are used against these files to produce the PSC official record of hiring and staffing activities across the federal public service, based on pay transactions submitted by departments and agencies.

Hiring activities – Hiring activities refer to appointments to the public service, hiring of casuals as per subsection 50(1) of the *Public Service Employment Act* (PSEA) and the recruitment of students under the *Student Employment Programs Exclusion Approval Order and Regulations.*

Staffing activities – Staffing activities refer to appointments to the public service and staffing activity within the public service. An appointment to the public service includes the appointment of a person from the general public or the appointment of an employee of a government department or agency that is not subject to the PSEA. Staffing activity within the public service includes all appointments and/or deployments of employees within or between departments or agencies which are subject to the PSEA.

Overall hiring and staffing activities have increased by 9.4%, to 122 093 in 2007-2008, from 111 567 in 2006-2007.

Of note, lateral movements are down over last year, as Human Resources and Social Development Canada and Passport Canada had accounted for 4 763 (4.3%) lateral movements which had resulted from a reclassification of the front-line employees from CR-5s to PM-1s, creating a spike in lateral movements in 2006-2007.

Population – The population graphics reflect the population of organizations which fall under the jurisdiction of the PSC. The PSEA universe is defined in Schedules I, IV and V of the *Financial Administration Act.*

The organizations in Schedules I and IV are the departments/agencies and portions of the core public administration and are, with some exceptions, subject to the exclusive jurisdiction of the PSC for their appointments. With the exception of those specifically identified (the Canadian Dairy Commission and the Public Service Staffing Tribunal), these organizations also form part of the PSC's universe.

The organizations found in Schedule V are separate agencies. Certain among these are subject to the exclusive jurisdiction of the PSC for their appointments and thus also form part of the PSC's universe.

Important note – As of April 2005, the Canada Border Services Agency (CBSA) became part of the PSC's universe. Consequently, in the five-year graphics in Chapter 5, CBSA appointment and population data are reflected as of March 2006 (9 102 employees).

Table 35 – Overall hiring and staffing activities *to* and *within* the public service by type and tenure

April 1, 2007 to March 31, 2008

Tenure	Hiring activity *to* the public service		Staffing activities *within* the public service						Total	
			Promotions		Lateral and downward movements (a)		Acting appointments (b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
Indeterminate staffing activities	10 579	14.5	23 672	32.4	23 585	32.3	15 270	20.9	**73 106**	**100.0**
Specified term staffing activities	11 259	70.0	1 357	8.4	2 376	14.8	1 099	6.8	**16 091**	**100.0**
Sub-total	21 838	24.5	25 029	28.1	25 961	29.1	16 369	18.4	**89 197**	**100.0**
Casual (as per PSEA s.s. 50(1))	19 296	100.0	0	0.0	0	0.0	0	0.0	**19 296**	**100.0**
Student (under *Employment Exclusion Approval Order*)	13 600	100.0	0	0.0	0	0.0	0	0.0	**13 600**	**100.0**
TOTAL	**54 734**	**44.8**	**25 029**	**20.5**	**25 961**	**21.3**	**16 369**	**13.4**	**122 093**	**100.0**

(a) Lateral and downward movements combine lateral or downward transfers and deployments. As no appointment process is available on the pay system, it is not possible to differentiate between lateral transfers and deployments.

(b) Excludes acting appointments of four months or less.

Table 36 – Overall hiring and staffing activities *to* and *within* the public service by tenure and previous employment status

April 1, 2007 to March 31, 2008

Previous employment status	Tenure after hiring and staffing activities								Total	
	Indeterminate		Specified term		Casual*		Student*			
	No.	%	No.	%	No.	%	No.	%	No.	%
Indeterminate	55 766	76.3	169	1.1	0	0.0	0	0.0	**55 935**	**45.8**
Specified term	6 761	9.2	4 663	29.0	0	0.0	0	0.0	**11 424**	**9.4**
Casual	1 425	1.9	2 470	15.4	0	0.0	0	0.0	**3 895**	**3.2**
Other federal agencies	953	1.3	265	1.6	0	0.0	0	0.0	**1 218**	**1.0**
General public	7 952	10.9	8 348	51.9	19 296	100.0	13 600	100.0	**49 196**	**40.3**
Student	249	0.3	176	1.1	0	0.0	0	0.0	**425**	**0.3**
TOTAL	**73 106**	**100.0**	**16 091**	**100.0**	**19 296**	**100.0**	**13 600**	**100.0**	**122 093**	**100.0**

*Casuals and students do not have a previous employment status as these persons are reported under general public.

Table 37 – Staffing activities by type and occupational category

April 1, 2007 to March 31, 2008

Occupational category	Appointments *to* the public service		Staffing activities *within* the public service						Total	
			Promotions		Lateral and downward movement (a)		Acting appointments (b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
Executive Group	109	0.5	950	3.8	496	1.9	790	4.8	**2 345**	**2.6**
Scientific and Professional	2 876	13.2	3 829	15.3	3 308	12.7	1 761	10.8	**11 774**	**13.2**
Administrative and Foreign Service	7 546	34.6	14 352	57.3	13 564	52.2	10 806	66.0	**46 268**	**51.9**
Technical	1 590	7.3	1 775	7.1	1 220	4.7	930	5.7	**5 515**	**6.2**
Administrative Support	6 649	30.4	2 288	9.1	5 678	21.9	1 199	7.3	**15 814**	**17.7**
Operational	2 946	13.5	1 694	6.8	1 629	6.3	863	5.3	**7 132**	**8.0**
Not applicable (c)	122	0.6	141	0.6	66	0.3	20	0.1	**349**	**0.4**
TOTAL (d)	**21 838**	**100.0**	**25 029**	**100.0**	**25 961**	**100.0**	**16 369**	**100.0**	**89 197**	**100.0**

(a) Lateral and downward movements combine lateral or downward transfers and deployments. As no appointment process is available on the pay system, it is not possible to differentiate between lateral transfers and deployments.

(b) Excludes acting appointments of four months or less.

(c) Refers to staffing activities for which the standard occupational classifications do not apply (i.e., separate employers under the *Public Service Employment Act* use their own occupational groups).

(d) Unknown values are not displayed in this table, but their values are included in the totals. The percentage of total (d) is calculated on the sum of all components, known and unknown.

Table 38 – Staffing activities by type and geographic area

April 1, 2007 to March 31, 2008

Geographic area	Appointments *to* the public service		Staffing activities *within* the public service						Total	
			Promotions		Lateral and downward movement (a)		Acting appointments (b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
Newfoundland and Labrador	429	2.0	313	1.3	330	1.3	226	1.4	**1 298**	**1.5**
Prince Edward Island	144	0.7	299	1.2	277	1.1	181	1.1	**901**	**1.0**
Nova Scotia	953	4.4	1 228	4.9	887	3.4	523	3.2	**3 591**	**4.0**
New Brunswick	684	3.1	755	3.0	696	2.7	542	3.3	**2 677**	**3.0**
Quebec (except NCR)	2 462	11.3	1 927	7.7	2 569	9.9	1 530	9.3	**8 488**	**9.5**
National Capital Region (NCR)	9 037	41.4	13 517	54.0	13 583	52.3	9 130	55.8	**45 267**	**50.7**
Ontario (except NCR)	2 598	11.9	2 206	8.8	2 619	10.1	1 362	8.3	**8 785**	**9.8**
Manitoba	912	4.2	816	3.3	705	2.7	512	3.1	**2 945**	**3.3**
Saskatchewan	832	3.8	489	2.0	577	2.2	307	1.9	**2 205**	**2.5**
Alberta	1 576	7.2	1 310	5.2	1 324	5.1	530	3.2	**4 740**	**5.3**
British Columbia	2 005	9.2	1 865	7.5	2 138	8.2	1 219	7.4	**7 227**	**8.1**
Yukon	40	0.2	22	0.1	36	0.1	26	0.2	**124**	**0.1**
Northwest Territories	88	0.4	104	0.4	87	0.3	42	0.3	**321**	**0.4**
Nunavut	49	0.2	25	0.1	22	0.1	12	0.1	**108**	**0.1**
Outside Canada	29	0.1	153	0.6	111	0.4	227	1.4	**520**	**0.6**
TOTAL	**21 838**	**100.0**	**25 029**	**100.0**	**25 961**	**100.0**	**16 369**	**100.0**	**89 197**	**100.0**

(a) Lateral and downward movements combine lateral or downward transfers and deployments. As no appointment process is available on the pay system, it is not possible to differentiate between lateral transfers and deployments.

(b) Excludes acting appointments of four months or less.

Table 39 – Staffing activities by type and employment equity designated groups

April 1, 2007 to March 31, 2008

Employment equity designated group	Appointments *to* the public service		Staffing activities *within* the public service						Total	
			Promotions		Lateral and downward movement (a)		Acting appointments (b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
Women	11 530	58.0	15 336	61.6	16 772	64.8	10 034	61.4	53 672	61.7
Members of visible minorities	N/R	N/R	N/R	N/R	N/R	N/R	N/R	N/R	N/R	N/R
Persons with disabilities	496	2.5	1 327	5.3	1 403	5.4	862	5.3	4 088	4.7
Aboriginal peoples	671	3.4	1 063	4.3	1 319	5.1	713	4.4	3 766	4.3
TOTAL (c)	**19 869**	**100.0**	**24 886**	**100.0**	**25 885**	**100.0**	**16 347**	**100.0**	**86 987**	**100.0**

N/R - Not Reported. Due to questions of underestimation, the number and percentage of visible minority group members appointed have not been reported.

(a) Lateral and downward movements combine lateral or downward transfers and deployments. As no appointment process is available on the pay system, it is not possible to differentiate between lateral transfers and deployments.

(b) Excludes acting appointments of four months or less.

(c) The counts for employment equity designated groups exclude specified term staffing activities of less than three months and appointments to and staffing activities within separate employers as Canada Public Service Agency (CPSA) does not collect self-identification information on these populations. The sum of employment equity designated groups does not equal the total as a person may be in more than one group and men are included in the total. Consequently, the totals do not match other tables.

Table 40 – Staffing activities by type and first official language group

April 1, 2007 to March 31, 2008

First official language	Appointments *to* the public service		Staffing activities *within* the public service						Total	
			Promotions		Lateral and downward movement (a)		Acting appointments (b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
Anglophones	15 307	70.6	16 647	66.7	16 744	64.6	10 365	63.5	59 063	66.5
Francophones	6 384	29.4	8 301	33.3	9 162	35.4	5 965	36.5	29 812	33.5
TOTAL (c)	**21 838**	**100.0**	**25 029**	**100.0**	**25 961**	**100.0**	**16 369**	**100.0**	**89 197**	**100.0**

(a) Lateral and downward movements combine lateral or downward transfers and deployments. As no appointment process is available on the pay system, it is not possible to differentiate between lateral transfers and deployments.

(b) Excludes acting appointments of four months or less.

(c) Unknown values are not displayed in this table, but their values are included in the totals. The percentages for first official language components total (c) are calculated using the known first official language values as the respective denominators.

Table 41 – Staffing activities by type, first official language group and language requirements of position

April 1, 2007 to March 31, 2008

Language requirements of position	Appointments *to* the public service					Staffing activities *within* the public service (a)					Total (b)				
	Anglophones		Francophones		Total	Anglophones		Francophones		Total	Anglophones		Francophones		Total
	No.	%	No.	%	No.	No.	%	No.	%	No.	No.	%	No.	%	No.
Bilingual imperative	1 973	36.2	3 472	63.8	**5 482**	10 415	36.9	17 772	63.1	**28 206**	12 388	36.8	21 244	63.2	**33 688**
Bilingual non-imperative															
• Met (c)	161	73.9	57	26.1	**220**	1 614	63.2	941	36.8	**2 556**	1 775	64.0	998	36.0	**2 776**
• Must meet (d)	37	86.0	6	14.0	**43**	403	94.8	22	5.2	**425**	440	94.0	28	6.0	**468**
• Not required to meet (e)	1	50.0	1	50.0	**2**	38	74.5	13	25.5	**51**	39	73.6	14	26.4	**53**
English essential	11 963	95.8	527	4.2	**12 566**	27 797	96.6	986	3.4	**28 906**	39 760	96.3	1 513	3.7	**41 472**
French essential	45	3.0	1 437	97.0	**1 482**	63	2.9	2 118	97.1	**2 181**	108	2.9	3 555	97.1	**3 663**
English or French essential	1 033	55.2	838	44.8	**1 873**	1 680	69.9	725	30.1	**2 406**	2 713	63.4	1 563	36.6	**4 279**
TOTAL (f)	**15 307**	**70.6**	**6 384**	**29.4**	**21 838**	**43 756**	**65.1**	**23 428**	**34.9**	**67 359**	**59 063**	**66.5**	**29 812**	**33.5**	**89 197**

(a) Lateral and downward movements combine lateral or downward transfers and deployments. As no appointment process is available on the pay system, it is not possible to differentiate between lateral transfers and deployments. Excludes acting appointments of four months or less.

(b) Unknown values are not displayed in this table, but their values are included in the totals. The percentages for language components total (b) are calculated using the known first official language values as the respective denominators.

(c) The person appointed met the language requirements of the position at the time of appointment.

(d) The person appointed must attain, through language training, the language requirements of the position, within two years of the date of the appointment, unless this period is extended for one or more additional periods — of not more than two years in total — in the circumstances prescribed in the *Public Service Official Languages Appointment Regulations*.

(e) The person appointed is exempted from meeting the language requirements of the position for the duration of the appointment on medical grounds or as a result of his or her eligibility for an immediate annuity, as specified in the *Public Service Official Languages Exclusion Approval Order*.

(f) Unknown values are not displayed in this table, but their values are included in the totals. The percentages of total (f) are calculated on the sum of all components, known and unknown.

Table 42 – Student hiring activities and appointments *to* the public service by recruitment program and geographic area

April 1, 2007 to March 31, 2008

Geographic area	Student hiring activities (a)						Appointments *to* the public service							
	*FSWEP		*RAP		*CO-OP		*PSR (b)		*RPL		General recruitment		Total (c)	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Newfoundland and Labrador	146	1.5	0	0.0	63	1.7	3	0.3	0	0.0	426	2.0	**638**	**1.8**
Prince Edward Island	210	2.1	2	6.1	24	0.6	5	0.5	0	0.0	139	0.7	**380**	**1.1**
Nova Scotia	349	3.6	0	0.0	124	3.3	14	1.4	0	0.0	939	4.5	**1 426**	**4.0**
New Brunswick	440	4.5	2	6.1	42	1.1	7	0.7	0	0.0	677	3.3	**1 168**	**3.3**
Quebec (except NCR)	1 548	15.8	7	21.2	314	8.4	36	3.7	1	3.1	2 425	11.6	**4 331**	**12.2**
National Capital Region (NCR)	3 539	36.1	10	30.3	2 167	57.7	746	75.8	31	96.9	8 260	39.7	**14 753**	**41.6**
Ontario (except NCR)	1 608	16.4	6	18.2	370	9.8	118	12.0	0	0.0	2 480	11.9	**4 582**	**12.9**
Manitoba	435	4.4	0	0.0	137	3.6	10	1.0	0	0.0	902	4.3	**1 484**	**4.2**
Saskatchewan	327	3.3	2	6.1	43	1.1	1	0.1	0	0.0	831	4.0	**1 204**	**3.4**
Alberta	565	5.8	4	12.1	131	3.5	15	1.5	0	0.0	1 561	7.5	**2 276**	**6.4**
British Columbia	571	5.8	0	0.0	335	8.9	26	2.6	0	0.0	1 979	9.5	**2 911**	**8.2**
Yukon	5	0.1	0	0.0	0	0.0	0	0.0	0	0.0	40	0.2	**45**	**0.1**
Northwest Territories	17	0.2	0	0.0	2	0.1	1	0.1	0	0.0	87	0.4	**107**	**0.3**
Nunavut	10	0.1	0	0.0	5	0.1	2	0.2	0	0.0	47	0.2	**64**	**0.2**
Outside Canada	40	0.4	0	0.0	0	0.0	0	0.0	0	0.0	29	0.1	**69**	**0.2**
TOTAL (c)	**9 810**	**100.0**	**33**	**100.0**	**3 757**	**100.0**	**984**	**100.0**	**32**	**100.0**	**20 822**	**100.0**	**35 438**	**100.0**

(a) The *Student Employment Programs Exclusion Approval Order and Regulations* that took effect on April 9, 1997. It excludes students from the operation of the former *Public Service Employment Act*, with the exception of subsections 16(4) and 17(4), which deal with citizenship. These hirings are no longer considered appointments to the public service under the Act. This Order is currently being revised.

(b) The figures under Post-Secondary Recruitment Program (PSR) include appointments of applicants from the current and previous years' campaigns, as not all appointments are completed within the same fiscal year. The figures also include appointments under the Accelerated Economist Training Program and Management Trainee Program. These figures include appointments of applicants from the PSC's Post-Secondary Recruitment program and exclude appointments of post-secondary graduates made directly by departments.

(c) The total 35 438 plus 19 296 casuals equals the overall hiring activity to the public service of 54 734 persons, as indicated in Table 35.

* **Legend** **FSWEP** Federal Student Work Experience Program
RAP Research Affiliate Program
CO-OP Co-operative Education/Internship Program
PSR Post-Secondary Recruitment Program
RPL Recruitment of Policy Leaders Program

Table 43 – Staffing activities by type and department

April 1, 2007 to March 31, 2008

Department	Appointments *to* the public service		Staffing activities *within* the public service						Total	
			Promotions		Lateral and downward movement (a)		Acting appointments (b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
Agriculture and Agri-Food Canada	773	30.4	760	29.9	479	18.8	531	20.9	2 543	100.0
Assisted Human Reproduction Agency of Canada	2	66.7	0	0.0	1	33.3	0	0.0	3	100.0
Atlantic Canada Opportunities Agency	56	19.0	82	27.8	104	35.3	53	18.0	295	100.0
Canada Border Services Agency	1 542	25.1	1 385	22.5	1 681	27.3	1 540	25.0	6 148	100.0
Canada Industrial Relations Board	6	22.2	11	40.7	3	11.1	7	25.9	27	100.0
Canada School of Public Service	83	19.8	108	25.7	197	46.9	32	7.6	420	100.0
Canadian Artists and Producers Professional Relations Tribunal	1	14.3	4	57.1	1	14.3	1	14.3	7	100.0
Canadian Environmental Assessment Agency	17	21.5	32	40.5	16	20.3	14	17.7	79	100.0
Canadian Forces Grievance Board	8	30.8	11	42.3	5	19.2	2	7.7	26	100.0
Canadian Grain Commission	94	49.0	51	26.6	34	17.7	13	6.8	192	100.0
Canadian Heritage	211	17.5	288	23.9	398	33.0	310	25.7	1 207	100.0
Canadian Human Rights Commission	13	14.6	35	39.3	28	31.5	13	14.6	89	100.0
Canadian Human Rights Tribunal	1	50.0	0	0.0	1	50.0	0	0.0	2	100.0
Canadian Intergovernmental Conference Secretariat	2	50.0	1	25.0	1	25.0	0	0.0	4	100.0
Canadian International Development Agency	223	21.0	274	25.8	395	37.1	172	16.2	1 064	100.0
Canadian International Trade Tribunal	10	32.3	16	51.6	2	6.5	3	9.7	31	100.0
Canadian Radio-television and Telecommunications Commission	40	24.1	57	34.3	49	29.5	20	12.0	166	100.0

Table 43 – Staffing activities by type and department *(continued)*

April 1, 2007 to March 31, 2008

Department	Appointments *to* the public service		Staffing activities *within* the public service						Total	
			Promotions		Lateral and downward movement (a)		Acting appointments (b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
Canadian Space Agency	23	18.4	27	21.6	60	48.0	15	12.0	125	100.0
Canadian Transportation Accident Investigation and Safety Board	12	23.5	14	27.5	15	29.4	10	19.6	51	100.0
Canadian Transportation Agency	11	14.1	33	42.3	16	20.5	18	23.1	78	100.0
Citizenship and Immigration Canada	384	21.1	438	24.0	561	30.8	439	24.1	1 822	100.0
Competition Tribunal (Registry of the)	0	0.0	4	80.0	0	0.0	1	20.0	5	100.0
Copyright Board	1	25.0	1	25.0	1	25.0	1	25.0	4	100.0
Correctional Service Canada	1 515	24.6	1 502	24.4	1 877	30.5	1 267	20.6	6 161	100.0
Courts Administration Service	77	34.5	50	22.4	64	28.7	32	14.3	223	100.0
Economic Development Agency of Canada for the Regions of Quebec	16	9.7	56	33.9	55	33.3	38	23.0	165	100.0
Environment Canada	345	17.8	559	28.8	587	30.2	451	23.2	1 942	100.0
Finance Canada	123	20.8	215	36.4	189	32.0	64	10.8	591	100.0
Financial Consumer Agency of Canada	12	70.6	2	11.8	1	5.9	2	11.8	17	100.0
Fisheries and Oceans Canada	1 252	29.6	983	23.2	1 072	25.4	921	21.8	4 228	100.0
Foreign Affairs and International Trade Canada	1 306	29.9	1 029	23.6	1 168	26.8	861	19.7	4 364	100.0
Hazardous Materials Information Review Commission Canada	2	50.0	1	25.0	1	25.0	0	0.0	4	100.0
Health Canada	1 295	24.8	1 370	26.3	1 697	32.5	854	16.4	5 216	100.0
Human Resources and Social Development Canada	2 533	20.7	3 764	30.7	3 526	28.8	2 425	19.8	12 248	100.0
Immigration and Refugee Board of Canada	68	15.7	171	39.5	131	30.3	63	14.5	433	100.0
Indian Affairs and Northern Development Canada	444	19.9	563	25.3	729	32.7	491	22.0	2 227	100.0

Table 43 – Staffing activities by type and department *(continued)*

April 1, 2007 to March 31, 2008

Department	Appointments *to* the public service		Staffing activities *within* the public service						Total	
			Promotions		Lateral and downward movement (a)		Acting appointments (b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
Industry Canada	372	18.1	731	35.7	537	26.2	410	20.0	2 050	100.0
Infrastructure Canada	34	18.2	80	42.8	52	27.8	21	11.2	187	100.0
International Joint Commission (Canadian Section)	2	66.7	0	0.0	1	33.3	0	0.0	3	100.0
Justice Canada	507	23.9	647	30.5	693	32.7	274	12.9	2 121	100.0
Library and Archives Canada	111	24.8	109	24.4	122	27.3	105	23.5	447	100.0
Military Police Complaints Commission	2	18.2	5	45.5	4	36.4	0	0.0	11	100.0
NAFTA Secretariat – Canadian Section	1	25.0	2	50.0	1	25.0	0	0.0	4	100.0
National Defence	3 520	35.6	2 835	28.7	2 499	25.3	1 033	10.4	9 887	100.0
National Energy Board	46	25.8	81	45.5	45	25.3	6	3.4	178	100.0
National Farm Products Council	1	10.0	7	70.0	1	10.0	1	10.0	10	100.0
National Parole Board	50	25.6	43	22.1	47	24.1	55	28.2	195	100.0
Natural Resources Canada	351	22.6	514	33.1	424	27.3	265	17.1	1 554	100.0
Office of Indian Residential Schools Resolution of Canada	108	31.1	56	16.1	107	30.8	76	21.9	347	100.0
Office of the Chief Electoral Officer	58	25.8	54	24.0	79	35.1	34	15.1	225	100.0
Office of the Commissioner for Federal Judicial Affairs	3	15.0	6	30.0	7	35.0	4	20.0	20	100.0
Office of the Commissioner of Official Languages	13	15.3	36	42.4	23	27.1	13	15.3	85	100.0
Office of the Co-ordinator, Status of Women	11	15.9	20	29.0	22	31.9	16	23.2	69	100.0
Office of the Governor General's Secretary	13	19.7	21	31.8	19	28.8	13	19.7	66	100.0
Office of the Registrar of Lobbyists	0	0.0	4	44.4	5	55.6	0	0.0	9	100.0

Table 43 – Staffing activities by type and department *(continued)*

April 1, 2007 to March 31, 2008

Department	Appointments *to* the public service		Staffing activities *within* the public service						Total	
			Promotions		Lateral and downward movement (a)		Acting appointments (b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
Office of the Superintendent of Financial Institutions	41	44.1	40	43.0	5	5.4	7	7.5	93	100.0
Offices of the Information and Privacy Commissioners	15	21.4	25	35.7	23	32.9	7	10.0	70	100.0
Patented Medicine Prices Review Board	11	45.8	7	29.2	4	16.7	2	8.3	24	100.0
Privy Council Office	95	18.1	170	32.4	153	29.1	107	20.4	525	100.0
Public Health Agency of Canada	253	21.6	322	27.5	350	29.9	245	20.9	1 170	100.0
Public Safety Canada	84	12.7	190	28.7	297	44.9	91	13.7	662	100.0
Public Service Commission of Canada	111	19.1	201	34.5	208	35.7	62	10.7	582	100.0
Public Service Human Resources Management Agency of Canada	75	16.1	145	31.0	182	39.0	65	13.9	467	100.0
Public Service Labour Relations Board	16	42.1	11	28.9	7	18.4	4	10.5	38	100.0
Public Works and Government Services Canada	1 077	18.6	1 618	27.9	1 813	31.3	1 293	22.3	5 801	100.0
Royal Canadian Mounted Police (public service employees)	817	29.7	691	25.1	890	32.3	355	12.9	2 753	100.0
Royal Canadian Mounted Police Public Complaints Commission	0	0.0	1	50.0	1	50.0	0	0.0	2	100.0
Statistics Canada	541	20.0	1 083	40.1	713	26.4	362	13.4	2 699	100.0
Supreme Court of Canada (Office of the Registrar)	42	53.8	12	15.4	17	21.8	7	9.0	78	100.0
Transport Canada	407	21.8	519	27.8	550	29.5	389	20.9	1 865	100.0
Transportation Appeal Tribunal of Canada	1	25.0	0	0.0	3	75.0	0	0.0	4	100.0

Table 43 – Staffing activities by type and department *(continued)*

April 1, 2007 to March 31, 2008

Department			Staffing activities *within* the public service							
	Appointments *to* the public service		Promotions		Lateral and downward movement (a)		Acting appointments (b)		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
Treasury Board of Canada Secretariat	97	13.8	222	31.5	279	39.6	107	15.2	705	100.0
Veterans Affairs Canada	419	23.3	561	31.2	577	32.1	241	13.4	1 798	100.0
Western Economic Diversification Canada	32	17.2	63	33.9	56	30.1	35	18.8	186	100.0
TOTAL	**21 838**	**24.5**	**25 029**	**28.1**	**25 961**	**29.1**	**16 369**	**18.4**	**89 197**	**100.0**

(a) Lateral and downward movements combine lateral or downward transfers and deployments. As no appointment process is available on the pay system, it is not possible to differentiate between lateral transfers and deployments.

(b) Excludes acting appointments of four months or less.

Note: The difference between the number of organizations in this table (74) and the number of organizations with ADAIs (82) is related to:

- the merge of Indian Oil and Gas Canada with Indian Affairs and Northern Development Canada and of Passport Canada with the Department of Foreign Affairs and International Trade Canada; and
- organizations or departments that do not show as separate entities in the PWGSC pay system, which means that the PSC cannot show population and/or hiring and staffing activities (Office of the Correctional Investigator of Canada, Office of the Director of Public Prosecutions, RCMP External Review Committee, Office of the Public Sector Integrity Commissioner, Public Appointments Commission Secretariat and Registry of the Public Servants Disclosure Tribunal).

Table 44 – PSEA Population changes by department March 2007 to March 2008

Department	Indeterminate, specified term, casual and student population			
	March 2007	March 2008	Difference	Year-over-year % change
	No.	No.		
Agriculture and Agri-Food Canada	7 128	6 945	-183	-2.6
Assisted Human Reproduction Agency of Canada	0	2	2	N/A
Atlantic Canada Opportunities Agency	748	757	9	1.2
Canada Border Services Agency	12 668	13 739	1 071	8.5
Canada Industrial Relations Board	92	88	-4	-4.3
Canada School of Public Service	762	838	76	10.0
Canadian Artists and Producers Professional Relations Tribunal	8	6	-2	-25.0
Canadian Environmental Assessment Agency	148	149	1	0.7
Canadian Forces Grievance Board	41	39	-2	-4.9
Canadian Grain Commission	632	643	11	1.7
Canadian Heritage	2 205	2 272	67	3.0
Canadian Human Rights Commission	196	185	-11	-5.6
Canadian Human Rights Tribunal	22	19	-3	-13.6
Canadian Intergovernmental Conference Secretariat	24	22	-2	-8.3
Canadian International Development Agency	1 771	1 915	144	8.1
Canadian International Trade Tribunal	73	64	-9	-12.3
Canadian Radio-television and Telecommunications Commission	414	426	12	2.9
Canadian Space Agency	643	625	-18	-2.8
Canadian Transportation Accident Investigation and Safety Board	220	208	-12	-5.5
Canadian Transportation Agency	235	224	-11	-4.7
Citizenship and Immigration Canada	4 016	4 061	45	1.1
Competition Tribunal (Registry of the)	14	10	-4	-28.6
Copyright Board	9	11	2	22.2
Correctional Service Canada	14 909	15 805	896	6.0
Courts Administration Service	615	596	-19	-3.1
Economic Development Agency of Canada for the Regions of Quebec	439	414	-25	-5.7
Environment Canada	6 682	6 445	-237	-3.5
Finance Canada	989	1 091	102	10.3

Table 44 – PSEA Population changes by department March 2007 to March 2008 *(continued)*

Department	Indeterminate, specified term, casual and student population			
	March 2007 No.	March 2008 No.	Difference	Year-over-year % change
Financial Consumer Agency of Canada	37	44	7	18.9
Fisheries and Oceans Canada	10 363	10 551	188	1.8
Foreign Affairs and International Trade Canada*	6 428	7 358	930	14.5
Hazardous Materials Information Review Commission Canada	32	27	-5	-15.6
Health Canada	9 185	9 750	565	6.2
Human Resources and Social Development Canada	22 891	23 699	808	3.5
Immigration and Refugee Board of Canada	866	858	-8	-0.9
Indian Affairs and Northern Development Canada	4 200	4 296	96	2.3
Industry Canada	5 481	5 460	-21	-0.4
Infrastructure Canada	171	216	45	26.3
International Joint Commission (Canadian Section)	32	37	5	15.6
Justice Canada	4 962	5 158	196	4.0
Library and Archives Canada	1 156	1 160	4	0.3
Military Police Complaints Commission	11	15	4	36.4
NAFTA Secretariat - Canadian Section	10	11	1	10.0
National Defence (public service employees)	23 771	25 067	1 296	5.5
National Energy Board	298	294	-4	-1.3
National Farm Products Council	10	14	4	40.0
National Parole Board	343	370	27	7.9
Natural Resources Canada	4 706	4 632	-74	-1.6
Office of Indian Residential Schools Resolution of Canada	279	405	126	45.2
Office of the Chief Electoral Officer	420	424	4	1.0
Office of the Commissioner for Federal Judicial Affairs	63	63	0	0.0
Office of the Commissioner of Official Languages	150	151	1	0.7
Office of the Co-ordinator, Status of Women	83	89	6	7.2
Office of the Correctional Investigator of Canada	18	10	-8	-44.4
Office of the Governor General's Secretary	165	159	-6	-3.6
Office of the Registrar of Lobbyists	17	23	6	35.3

Table 44 – PSEA Population changes by department March 2007 to March 2008 *(continued)*

Department	Indeterminate, specified term, casual and student population			
	March 2007 No.	March 2008 No.	Difference	Year-over-year % change
Office of the Superintendent of Financial Institutions	460	464	4	0.9
Offices of the Information and Privacy Commissioners	150	151	1	0.7
Patented Medicine Prices Review Board	44	47	3	6.8
Privy Council Office	777	797	20	2.6
Public Health Agency of Canada	2 037	2 262	225	11.0
Public Safety Canada	810	938	128	15.8
Public Service Commission of Canada	990	1073	83	8.4
Public Service Human Resources Management Agency of Canada	592	647	55	9.3
Public Service Labour Relations Board	70	78	8	11.4
Public Works and Government Services Canada	12 486	12 858	372	3.0
Royal Canadian Mounted Police (public service employees)	5343	5707	364	6.8
Royal Canadian Mounted Police External Review Committee	3	2	-1	-33.3
Royal Canadian Mounted Police Public Complaints Commission	19	11	-8	-42.1
Statistics Canada	5 902	5 850	-52	-0.9
Supreme Court of Canada (Office of the Registrar)	199	194	-5	-2.5
Transport Canada	5 021	5 229	208	4.1
Transportation Appeal Tribunal of Canada	7	9	2	28.6
Treasury Board of Canada Secretariat	961	1099	138	14.4
Veterans Affairs Canada	3 866	4105	239	6.2
Western Economic Diversification Canada	403	414	11	2.7
TOTAL	**191 991**	**199 875**	**7 884**	**4.1**

Note:
The difference between the number of organizations identified in this table (76) and the number of organizations with ADAIs (82) is related to:

- the merge of Indian Oil and Gas Canada with Indian Affairs and Northern Development Canada and of Passport Canada with the Department of Foreign Affairs and International Trade Canada; and
- organizations or departments that do not show as separate entities in the PWGSC pay system which means PSC can not show population and/or hiring and staffing activities (Office of the Correctional Investigator of Canada, Office of the Director of Public Prosecutions, RCMP External Review Committee, Office of the Public Sector Integrity Commissioner, Public Appointments Commission Secretariat and the Registry of the Public Servants Disclosure Tribunal). Partial population numbers are shown for Office of the Correctional Investigator of Canada and RCMP External Review Committee.

The growth shown for Foreign Affairs and International Trade Canada is mainly due to Passport Canada which had a population growth of 33%.

The population counts are taken from the Canada Public Service Agency's incumbent file which is an extract from the Public Works and Government Services Canada pay system and may vary from counts maintained in departmental human resources systems.

Table 45 – Priority administration (public service total)

Number of priority entitlements registered and number of placements and other removals, by priority type
April 1, 2007 to March 31, 2008

Priority type	Carry-over (a)	New cases	Total (carry-over + new cases)	Appointed	Resigned and/or retired	Expired	Other removal (b)	Total outflows	Active at end of period
Leave of absence (sec. 41)	241	260	501	113	15	37	30	195	306
Layoff (sec. 41)	5	4	9	1	0	4	0	5	4
TOTAL – Statutory priorities	**246**	**264**	**510**	**114**	**15**	**41**	**30**	**200**	**310**
Surplus (sec. 5)	204	254	458	211	26	0	55	292	166
Disabled employee (sec. 7)	47	46	93	11	6	13	17	47	46
Medically released CF/RCMP (sec. 8)	155	244	399	138	1	24	4	167	232
Relocation of spouse (sec. 9)	324	453	777	223	10	41	155	429	348
Reinstatement to higher level (sec. 10)	172	108	280	35	6	118	3	162	118
Governor General's exempt staff (sec. 6)	0	1	1	0	0	0	0	0	1
TOTAL – Regulatory priorities	**902**	**1 106**	**2 008**	**618**	**49**	**196**	**234**	**1 097**	**911**
GRAND TOTAL	**1 148**	**1 370**	**2 518**	**732**	**64**	**237**	**264**	**1 297**	**1 221**

(a) The number of carry-over from March 31, 2007 differs from the number of active cases at March 31, 2007 published in last year's Annual Report due to priority registrations received late in March 2007 and activated after the start of the new fiscal year. The validation of data to the Priority Information Management System may also be a factor.

(b) Priority type changes are included in "Other Removal."

Table 46 – Number of cases in which the exemption period exceeds four years (appointments under the 1981 Order)

Organization	Total of situations exceeding four years
Agriculture and Agri-Food Canada	10
Canada Border Services Agency	3 or less
Canada Public Service Agency	3 or less
Canadian Heritage	3 or less
Canadian International Development Agency	3 or less
Canadian Space Agency	3 or less
Citizenship and Immigration Canada	9
Correctional Service Canada	4
Environment Canada	8
Finance Canada	3 or less
Fisheries and Oceans Canada	5
Foreign Affairs and International Trade Canada*	5
Health Canada	8
Human Resources and Social Development Canada / Service Canada*	16
Indian Affairs and Northern Development Canada	3 or less
Industry Canada	3 or less
Justice Canada	3 or less
Library and Archives Canada	4
National Defence (public service employees)	14
Office of the Superintendent of Financial Institutions	3 or less
Public Health Agency of Canada	8
Public Service Commission of Canada	3 or less
Public Works and Government Services Canada	23
Royal Canadian Mounted Police (public service employees)	3 or less
Statistics Canada	43
Transport Canada	4
Transportation Safety Board of Canada	3 or less
Treasury Board of Canada Secretariat	3 or less
TOTAL	**184***

*Passport Canada's cases have been included in the overall number for Foreign Affairs and International Trade.
Service Canada's cases have been included in the overall number for Human Resources and Social Development Canada.

Appendix 5

Audit, Evaluation and Studies Plan / 2008-2009 and 2009-2010

The PSC, on behalf of Parliament, oversees the integrity of the staffing system and the political impartiality of the public service. In order to fulfill the accountability to Parliament of this mandate, the PSC conducts audits, evaluations and studies to examine the staffing activities of departments and agencies and to analyze government-wide issues.

This Audit, Evaluation and Studies Plan is designed to support the PSC's goal to audit departments and agencies on a cyclical basis of about five to seven years and to prepare the PSC for the five-year review of the *Public Service Employment Act* (PSEA). More specifically, this plan identifies the engagements planned for fiscal years 2008-2009 and 2009-2010. This plan is subject to modifications as the PSC updates its risk indicators and monitoring activities.

Audits

The PSC performs audits on the staffing activities of individual organizations and on government-wide issues examined in a number of departments and agencies. These audits are objective and systematic examinations that provide independent assessments of the performance and management of staffing activities. They also provide information, observations and recommendations. Their purpose is to provide objective information, advice and assurance to Parliament, and ultimately to Canadians, on the integrity of the appointment process, including the protection of merit and non-partisanship.

Government-wide audits

Government-wide audits cover cross-cutting issues and staffing activities across several departments and agencies. The PSC may, when appropriate, base its conclusions on a sample of organizations. Government-wide audits provide independent assessments of the performance and management of staffing activities in those organizations subject to the PSEA. They provide objective information, advice and assurance to Parliament, and ultimately to Canadians, on the integrity of the appointment process in the federal public service.

Entity audits

Entity audits cover staffing activities and issues of individual government departments and agencies. Generally, the objectives of these audits are to determine whether an organization has the appropriate framework, systems and practices in place to manage its staffing activities and to determine whether staffing activities complied with the PSEA, other governing authorities and policies, and the instrument of delegation signed with the PSC. The PSC may make recommendations to deputy heads in its audit reports and conduct follow-up audits to ensure that the organization has taken the corrective actions prescribed to resolve the issues raised.

Follow-up audits

As a result of its audits, the PSC makes recommendations to departments and agencies for improvement in their staffing systems and practices. The PSC may also remove or impose conditions on the delegation of staffing authority. It monitors the implementation of the recommendations and conducts follow-up audits. In those situations where the PSC has imposed conditions on the delegation of staffing authority, the PSC proceeds with follow-up audits when the results of the monitoring activities indicate that significant improvements have been made and the organization may be in a position for the PSC to remove the conditions imposed on the organization's delegated staffing authority.

Evaluations

One way in which the PSC ensures that the staffing system is functioning well is through government-wide evaluations, such as considering the effect of its policies on federal organizations and how well they are responding to the authorities delegated to them by the PSC. One goal of government-wide evaluations is to proactively identify and take advantage of emerging opportunities for improvement. Another equally important goal of conducting government-wide evaluations is to prepare the PSC to participate in the five-year legislative review of the PSEA. The timing and intensity of efforts on the evaluation modules are determined by the Five-Year Evaluation Framework of the PSEA.

Studies

Studies involve the gathering of information on an issue that needs clarification or is of current parliamentary or public interest. They are normally more descriptive or exploratory in nature than audits. Some studies may be done in partnership with government-wide audits. While still focussed on staffing issues, studies usually concentrate on describing a subject or developing an information base, exploring that subject or information base and/or developing a method to assess that subject or information base in the future.

Statistical studies

Statistical studies are analytical studies that make use of the PSC's extensive data holdings in order to shed light on issues related to hiring and staffing activities in the federal public service. Statistical studies usually concentrate on describing in analytical terms how the staffing system functions, addressing specific policy or program issues from an analytical perspective and/or providing analytical support to the PSC's oversight functions.

Summary of audits, evaluations and studies underway or planned 2008-2009 and 2009-2010

Underway or Planned 2008-2009	
Title	**Description**
Audit – Federal Student Work Experience Program (FSWEP)	Government-wide audit
Audit – Infrastructure Canada	Entity audit
Audit – Security of PSC Test Administration Departments	Audit of effectiveness of access controls to official of language tests
Statistical Study – Temporary versus Permanent Start ups and Career Paths in the Federal Public Service (Part I)	Study on whether first tenure in the public service affects career progression
An Update on Time to Staff	Update our understanding of how long it takes to staff a position under the current PSEA
Evaluation Module – Implementation Status and Impact	Report on initial implementation of the Act and associated policy regime – use of flexibili. es and strengthening accountability
Evaluation Module – International Benchmarking	Part of Evaluation Module – Achievement of PSEA Objectives
Survey – Public Works and Government Services Canada	An audit survey allows the PSC to make an initial assessment of an organization's staffing activities to determine what, if any, further oversight may be appropriate. This could include an audit, investigations and/or the continuation of regular annual monitoring
Survey – Indian Affairs and Northern Development Canada	
Survey – Office of the Information Commissioner of Canada	

Planned 2009-2010	
Title	**Description**
Audit – Health Canada	Entity audit
Audit – Canada Border Services Agency	Entity audit
Audit – Immigration and Refugee Board of Canada	Entity audit
Follow up Audit – Canadian Space Agency	Entity follow-up audit
Audit – Casual	Audit of the use of casuals
Audit – Planning	Audit Report – Key input into five-year evaluation
Audit – Monitoring	Audit Report – Key input into five-year evaluation
Study on Staffing Community	Study Report – Key input into five-year evaluation
Study – Non-Advertised/Choice of Appointment Process	Study on best practices
Statistical Study – Temporary versus Permanent Entries: A pathway analysis of public service careers (Part II)	Study whether first tenure in the public service affects career progression
Evaluation Module – Application of Merit Criteria	Impact evaluation on the application of merit criteria
Evaluation Module – Time and Cost to Staff	Report on time and cost to staff
Evaluation Module – Changes in Staffing Patterns	Report on changes in staffing patterns
Evaluation Module – Access to Public Service Jobs	Impact evaluation on access
Evaluation Module – Alternative Delivery Models Study	Report on alternative delivery models
Evaluation Module – Political Impartiality in the Public Service	Impact evaluation on political neutrality

Appendix 6

Glossary

Aboriginal peoples (Autochtones) – As defined in the *Employment Equity Act*, persons who are Indians, Inuit or Métis.

Abuse of authority (Abus de pouvoir) – Improper conduct that includes bad faith and personal favouritism.

Accelerated Economist Training Program (AETP) (Programme de formation accélérée pour les économistes – PFAE) – A program under the Post-Secondary Recruitment umbrella administered by the Canada Public Service Agency that recruits and develops recent university graduates in a variety of disciplines but with a background in economics.

Access (Accessibilité) – One of the guiding values of the *Public Service Employment Act* requiring that persons from across the country have a reasonable opportunity, in their official language of choice, to apply and to be considered for public service employment.

Acting appointment (Nomination intérimaire) – The temporary promotion of an employee.

Active monitoring (Surveillance active) – An on-going process of gathering and analyzing information to assess staffing performance and provide an early indication if adjustments are required to staffing approaches.

Advertised appointment process (Processus de nomination annoncé) – When persons in the area of selection are informed of and can apply to an appointment opportunity.

Appeal (Appel) – Under section 21 of the previous *Public Service Employment Act*, the recourse process for an individual not selected for an appointment in an internal closed competition or without a competition process.

Appointment (Nomination) – An action taken under the *Public Service Employment Act* to hire or promote someone.

Appointment Delegation and Accountability Instrument (ADAI) (Instrument de délégation et de responsabilisation en matière de nomination – IDRN) – The formal document by which the PSC delegates its authorities to deputy heads. It identifies authorities, any conditions related to the delegation and sub-delegation of these authorities and how deputy heads will be held accountable for the exercise of their delegated authorities.

Appointment Framework (Cadre de nomination) – Sets out expectations for deputy heads when designing their staffing systems to ensure they respect legislative requirements and values guiding staffing in the public service. The framework has three components: appointment policy, delegation and accountability.

Appointment Framework Knowledge Test (AFKT) (Examen de connaissances sur le Cadre de nomination – ECCN) – A test developed by the PSC to assess Human Resources (HR) specialists' knowledge of the PSC Appointment Framework and the related legislation. A condition of delegation is that deputy heads ensure that those to whom authority is sub-delegated have access to HR specialists whose knowledge of the Appointment Framework has been validated by the PSC.

Appointment policy (Lignes directrices en matière de nomination) – Under the *Public Service Employment Act*, the PSC can establish policies on making and revoking appointments and taking corrective action. The PSC has a number of policies on specific subjects that correspond to key decision points in appointment processes and should be read in conjunction with the *Public Service Employment Regulations.*

Area of selection (Zone de sélection) – The geographic, occupational, organizational and/or employment equity criteria that applicants must meet in order to be eligible for appointment that provides reasonable access to internal and external appointments and a reasonable area of recourse for internal non-advertised appointments. A national area of selection is prescribed by the PSC for certain external appointment processes.

Assessment methods (Méthodes d'évaluation) – Methods such as interviews, written tests, reference checks and simulations designed to assess candidates against the qualifications for the position.

Assessment requirements (Critères d'évaluation) – The PSC Assessment Policy sets out specific requirements to ensure that assessment processes and methods result in the identification of the person(s) who meet(s) the qualifications and other merit criteria used in making the appointment decision and provides a sound basis for making appointments according to merit.

Asset qualifications (Qualifications constituant un atout) – Qualifications that are not essential to perform the work, but which would benefit the organization or enhance the work to be performed. Asset qualifications may include experience, education, knowledge, skills, personal suitability, or any other qualification with the exception of official language requirements.

Assignment (Affectation) – The temporary movement of an employee within a department or agency to perform the functions of another existing position or to take on a special project. An assignment cannot be a promotion or be used to extend an employment period.

Audit (Vérification) – An objective and systematic examination of activities that provide an independent assessment of the performance and management of those activities.

Barrier (Obstacle) – Physical obstacles, policies, practices or procedures that restrict or exclude persons in designated groups or those protected by the *Canadian Human Rights Act* from employment-related opportunities in the federal public service. Barriers include attitudes and behaviours that may exclude certain persons or groups of persons from full participation in an appointment process, in particular, and the workplace, in general.

Casual employment (Emploi occasionnel) – A short-term employment option to hire someone. Under the *Public Service Employment Act* (PSEA), a casual worker cannot work more than 90 working days in one calendar year in a given organization, with the exception of the Office of the Chief Electoral Officer, where, in certain circumstances, the maximum period is 165 working days in one calendar year. The provisions of the PSEA, such as the merit requirement, do not apply to casual workers.

Classification (Classification) – The occupational group, sub-group (if applicable) and level assigned to a position.

Collective staffing process (Processus de dotation collective) – An approach that allows for one staffing process to fill several similar positions within or between departments and agencies, as opposed to several individual processes.

Co-operative Education/Internship Program (CO-OP) (Programme de stages d'enseignement coopératif et d'internat – Coop) – A program designed to provide post-secondary students with relevant and practical work experience in the public service to help them fulfill the requirements of their academic program.

Corrective action (Mesures correctives) – A process aimed at correcting an error, omission or improper conduct that affected the selection of the person appointed in an appointment process, or to address situations where an employee has engaged in an inappropriate political activity.

Cost recovery (Recouvrement des coûts) – Setting user fees to cover some or all of the costs incurred in providing a product or service rather than funding the product or service.

Departmental Staffing Accountability Report (DSAR) (Rapport ministériel sur l'obligation de rendre compte en dotation – RMORCD) – A periodic report that organizations provide to the PSC on the management and results of their staffing operations. The DSAR asks questions based on the Staffing Management Accountability Framework and the appointment values.

Deployment (Mutation) – The movement of a person from one position to another in accordance with Part 3 of the *Public Service Employment Act*. A deployment cannot be a promotion and cannot change the tenure of employment from specified term to indeterminate. A person who is deployed is no longer the incumbent of his or her previous position.

Designated groups (Groupes désignés) – As defined in the *Employment Equity Act*, women, Aboriginal peoples, persons with disabilities and members of visible minorities. Often referred to as employment equity designated groups.

Employee (Fonctionnaire) – A person employed in the part of the public service to which the PSC has exclusive authority to make appointments.

Employment equity program (Programme d'équité en matière d'emploi) – Positive policies, practices or elements of an employment equity plan designed to address identified disadvantages and under-representation of a designated group.

Essential qualifications (Qualifications essentielles) – Qualifications necessary for the work to be performed and that must be met in order for a person to be appointed. These include education, experience, occupational certification, knowledge, abilities and skills, aptitudes, personal suitability and official language proficiency.

E-staffing (Dotation électronique) – The use of technology to support managers conducting staffing processes, such as by electronically screening large numbers of applications.

Exclusion Approval Order (EAO) (Décret d'exclusion) – Allows for the exclusion of person(s) or position(s) from the application of some or all of the *Public Service Employment Act* where the PSC decides that it is neither practicable nor in the best interests of the public service to apply the Act or any of its provisions. An EAO may be specific or general in nature and requires the approval of the Governor in Council. An EAO is generally accompanied by Governor in Council regulations, made on the recommendation of the PSC, prescribing how to deal with the positions or persons excluded under the EAO.

Executive Group (Groupe de la direction) – An occupational group providing leadership to the public service. It consists of five levels (EX-1 to EX-5).

EX-equivalent levels (Niveaux équivalents EX) – Commonly called "EX equivalents" these levels correspond to at least the entry level of the Executive Group.

External appointment process (Processus de nomination externe) – A process in which persons may be considered, whether or not they are employed in the public service.

Fairness (Justice) – One of the guiding values of the *Public Service Employment Act* requiring that decisions be made objectively and free from political influence or personal favouritism, that policies and practices reflect the just treatment of persons, and that persons have the right to be assessed in their official language of choice.

Federal Student Work Experience Program (FSWEP) (Programme fédéral d'expérience de travail étudiant – PFETE) – A program through which federal organizations recruit students. FSWEP provides full-time secondary or post-secondary students in an accredited institution with employment opportunities to learn about the federal government and gain valuable experience while developing and improving their employability skills.

Fiscal year (Année financière ou exercice financier)– April 1 to March 31, for the public service.

Functional community (Collectivité fonctionnelle) – A specific career grouping (e.g. Finance, Communications, Policy, Comptrollership), for which a collaboration across departments and agencies has been formed to address the community's collective human resources needs.

Human resources planning (Planification des ressources humaines) – A process that identifies an organization's current and future human resources needs and the planned objectives and strategies to meet these needs.

Imperative appointment (Nomination impérative) – Means that an individual must meet the language requirements of the position, as identified by the deputy head, at the time of appointment.

In-basket exercise (Exercice de la corbeille) – An assessment technique that simulates the important aspects of a management position. The candidate must respond to managerial issues and problems that are presented in the form of documents such as e-mails from superiors, peers and subordinates; organizational reports; letters from stakeholders and messages and other correspondence that have accumulated in the manager's "in-basket".

Indeterminate (permanent) employment (Emploi pour une période indéterminée – emploi permanent) – Employment of no fixed duration, whether part-time, full-time or seasonal.

Indicator (Indicateur) – A quantification or qualification characteristic that is measured to assess the extent to which an expected result is achieved and which is used to predict the health of the federal public service appointment system.

Informal discussion (Discussion informelle) – The opportunity for a person eliminated from consideration in an internal appointment process to discuss the decision informally before an appointment is made.

Infotel (Infotel) – A toll-free telephone service provided by the PSC that allows Canadians to hear the employment opportunities open to the public advertised at www.jobs.gc.ca.

Internal appointment process (Processus de nomination interne) – A process for making one or more appointments for which only persons employed in the public service may be considered.

Inventory (Répertoire) – A listing of applicants in selection processes that could be used to staff identical or similar positions in one or more organizations. Managers can search the inventory to find applicants that meet the essential and asset criteria.

Investigation (Enquête) – An inquiry into an alleged violation of the *Public Service Employment Act* or the *Public Service Employment Regulations.*

Key Leadership Competencies (Compétences clés en leadership) – Seven competencies containing specific effective behaviours for each level of the key leadership competencies profile. The competencies are Values and Ethics, Strategic Thinking, Analysis and Ideas, Engagement, and Action Management, People Management, Financial Management (the last three contributing to Management Excellence).

Key success factors (Indicateurs clés de réussite) – Infrastructure, processes, practices, and actions as articulated under the Staffing Management Accountability Framework's Key Change Areas and associated indicators, necessary for the achievement of positive staffing results.

Language requirements of the position (Exigences linguistiques du poste) – The designation of a public service position, by the deputy head, as bilingual or unilingual according to the following categories: bilingual, English essential, French essential or either English or French essential.

Layoff (Mise en disponibilité) – The involuntary termination of an employee's services because of a lack of work, the discontinuance of a function, or the transfer of work or a function outside the public service.

Linguistic profile (Profil linguistique) – The language requirements of a bilingual position and the proficiency level required in the second official language for reading, writing and oral interaction.

Management Trainee Program (MTP) (Programme de stagiaires en gestion – PSG) – A program that recruits and develops recent graduate students at the masters level in a variety of disciplines who have the potential to excel as future leaders in the federal public service. The program offers a combination of challenging work assignments and formal learning components.

Merit (Mérite) – One of the core values of the *Public Service Employment Act*. An appointment is made on the basis of merit when a person appointed meets the essential qualifications for work to be performed, as established by the deputy head, including official language proficiency. The sub-delegated manager may also take into account any current or future asset qualifications, operational requirements and organizational needs.

Merit criteria (Critères de mérite) – Essential qualifications as well as other merit criteria. Essential qualifications are those necessary for the work to be performed; they must be met in order for a person to be appointed. The other merit criteria can include any additional current or future asset qualifications, operational requirements or organizational needs, as established by the deputy head. The sub-delegated manager decides whether to apply the other criteria when making an appointment.

Non-advertised appointment process (Processus de nomination non annoncé) – An appointment process that does not meet the criteria for an advertised appointment process.

Non-imperative appointment (Nomination non impérative) – An indeterminate appointment to a bilingual position that the deputy head has identified as not requiring a person who meets the required level of language proficiency at the time of appointment. Individuals appointed as a result of a non-imperative appointment either meet the language requirements at the time of appointment, agree to attain the required level of language proficiency within two years of the date of appointment, or are exempted from meeting the language requirements of the position on medical grounds or as a result of their eligibility for an immediate annuity within two years of appointment.

Non-partisanship (Impartialité politique) – One of the core values of the *Public Service Employment Act*, non-partisanship ensures that appointments and promotions to and within the public service are made free from political influence and supports the capacity and willingness of employees to serve governments, regardless of political affiliation. See also Political activity.

Notification (Notification) – The two-step requirement to provide, in writing, the name of the person being considered for appointment, known as Notification of Consideration, and the name of the person being proposed or appointed, known as the Proposal of Appointment or Notification of Appointment, to all persons in the area of selection who participated in an advertised internal appointment process and to all persons in the area of selection for a non-advertised internal process.

Occupational group (Groupe professionnel) – A grouping used for classification, comprising similar kinds of work requiring similar skills.

Officer-level jobs (Postes de niveau d'agent) – Includes jobs involved in scientific, professional, administration and technical functions. Examples include biologists, commerce officers and statisticians.

Operational requirements (Exigences opérationnelles) – Current or future requirements to ensure the work to be performed can be completed. For operations that run 24 hours a day, shift work might be an example of an operational requirement.

Oral Interaction Test (Test d'interaction orale) – A test to assess a candidate's ability to speak and understand his or her second official language in a work context. The test takes the form of an interview with an assessor about work-related matters and lasts about 30 minutes.

Organizational needs (Besoins organisationnels) – Current or future needs that are not essential to do the work but could enhance how the organization operates or fulfills its mandate. Organizational needs could include the consideration of employment equity designated group members.

Organizations (Organisations) – In this report, the term "organizations" refers to federal government departments and agencies.

Personal favouritism (Favoritisme personnel) – Involves an inappropriate action or behaviour by a public servant who, by using knowledge, authority or influence, provides an unfair advantage or preferential treatment to a current employee or a candidate for employment in the public service for personal gain and contrary to the good of the organization.

Persons with disabilities (Personnes handicapées)– As defined by the *Employment Equity Act*, persons who have a long term or recurring physical, mental, sensory, psychiatric or learning impairment and who consider themselves to be disadvantaged in employment by reason of that impairment, or believe that an employer or potential employer is likely to consider them to be disadvantaged in employment by reason of that impairment. The definition includes persons whose functional limitations resulting from their impairment have been accommodated in their current job or workplace.

Political activity (Activité politique) – As defined by Part 7 of the *Public Service Employment Act*, political activity includes carrying on any activity in support of, within or in opposition to a political party; carrying on any activity in support of or in opposition to a candidate before or during an election period; or seeking nomination or being a candidate in a federal, provincial, territorial or municipal election before or during the election period.

Political influence (Influence politique) – Interference in the appointment process. It could include, but is not limited to, interference by a minister's or a member of Parliament's office.

Post-Secondary Recruitment (PSR) (Programme de recrutement postsecondaire – RP) – A program managed by the PSC, that supports organizations wanting to recruit post-secondary graduates from across the country into entry-level positions. The program has two components: a general inventory and a targeted approach through which organizations can advertise specific job opportunities or career choices.

Priority entitlement (Droit de priorité de nomination) – The right to be appointed to vacant positions ahead of all other persons. There are three types of statutory priorities under the *Public Service Employment Act* (surplus employees appointed within their own organization; leave of absence; and layoff, in that order) and six regulatory priorities under the *Public Service Employment Regulations* (surplus employees appointed outside their own organization; Governor General's exempt staff; employees who become disabled; Canadian Forces and Royal Canadian Mounted Police who are released for medical reasons; relocation of spouse or common law partner and reinstatement, in no particular order).

Priority data (Données sur les priorités) – Data on priority entitlements obtained from the PSC's Priority Information Management System (PIMS). PIMS is the operational inventory the PSC uses to refer employees with statutory and regulatory priority entitlements to suitable vacancies within departments or agencies. The inventory is comprised of employees identified by organizations as surplus, as well as other individuals entitled to statutory and regulatory priority entitlements.

Priority Information Management System (PIMS) (Système de gestion de l'information sur les priorités – SGIP) – The PSC's Web-based tool that helps ensure that entitlements to a priority in appointment, as mandated by the *Public Service Employment Act* and *Public Service Employment Regulations*, are observed.

Priority person (Bénéficiaire de priorité) – A person who has an entitlement under the *Public Service Employment Act* or *Public Service Employment Regulations*, for a limited period, to be appointed ahead of all others to vacant positions in the public service. To be appointed the person must meet the essential qualifications of the position.

Public service (Fonction publique) – As defined by the *Public Service Employment Act*, the departments named in Schedule I to the *Financial Administration Act*, the organizations named in Schedule IV to that Act, and the separate agencies named in Schedule V to that Act.

Public Service Official Languages Exclusion Approval Order (PSOLEAO) (Décret d'exemption concernant les langues officielles dans la fonction publique – DELOFP) – Provides for certain circumstances in which a person is excluded from meeting the official languages proficiency requirements of a bilingual position for a limited period of time.

Public Service Resourcing System (PSRS) (Système de ressourcement de la fonction publique – SRFP) – An electronic tool that screens applicants in minutes, based on responses to a customized on-line application form that includes an on-line questionnaire.

Public Service Staffing Modernization Project (PSSMP) (Projet de modernisation de la dotation de la fonction publique – PMDFP) – PSSMP is a multi-year project to modernize staffing across the Government of Canada. It will put in place a flexible environment which addresses differing organizational needs, provides common staffing tools and support, and supports accountability, oversight and the values of fairness, transparency, representativeness and access.

Recruitment (Recrutement) – Hiring from outside the public service.

Recruitment of Policy Leaders Program (RPL) (Programme de recrutement de leaders en politiques – RLP) – Targets and recruits Canadian graduate students from universities within Canada and abroad who have achieved academic excellence, acquired policy-relevant experience and demonstrated leadership skills through their work, volunteer activities or academics.

Representativeness (Représentativité) – One of the guiding values of the *Public Service Employment Act* requiring that appointment processes be conducted without bias and without creating systemic barriers in order to help achieve a public service that reflects the Canadian population it serves.

Research Affiliate Program (RAP) (Programme des adjoints de recherche – PAR) – A program that recruits post-secondary students throughout the year who require experience in applied research.

Resourcing (Ressourcement) – External and internal appointment activities.

Second language evaluation (SLE) (Évaluation de langue seconde – ELS) – Language tests administered by the PSC to determine the second official language proficiency of employees and applicants. Includes reading, writing and oral interaction tests that assess the applicants' ability to read, write, and to speak and understand their second official language in a work context.

Simulations for the Selection of Executives (SELEX) (Simulations pour la sélection des EX – SELEX) – A PSC assessment instrument to evaluate Key Leadership Competencies. It is used in selection processes for entry-level executive positions in the federal public service.

SmartShops (Ateliers futés)– Information sessions led by the PSC to assist human resources professionals and managers to gain a deeper understanding and practical knowledge of the flexibilities of the *Public Service Employment Act* and the PSC Appointment Framework. Through structured presentations, practical exercises and group discussions, participants share best practices and familiarize themselves with the issues surrounding various topics.

Specified term employment (Emploi pour une durée déterminée) – Part-time or full-time employment of a fixed duration.

Staffing Management Accountability Framework (SMAF) (Cadre de responsabilisation en gestion de la dotation – CRGD) – The SMAF sets out the PSC's expectations for a well-managed appointment system and the reporting requirements of deputy heads to the PSC. It serves as the basis for measuring key success factors and the achievement of results and appointment values.

Student bridging (Intégration des étudiants) – A mechanism that allows managers to hire qualified recent post-secondary graduates who have previously worked in the public service through student employment programs, such as the Federal Student Work Experience Program, the Co-operative Education and Internship Program or the Research Affiliate Program, in accordance with organizational criteria or policies.

Sub-delegated manager (Gestionnaire subdélégué) – A person to whom a deputy head has sub-delegated, in writing, the authority to exercise specific appointment and appointment-related authorities which have been delegated to the deputy head by the PSC.

Surplus employee (Fonctionnaire excédentaire) – An indeterminate employee who has been formally declared surplus, in writing, by his or her deputy head, owing to lack of work, discontinuance of a function, a relocation for which the employee does not wish to move or the transfer of work or a function outside the public service.

Tenure (Durée d'emploi) – The period of time for which a person is employed.

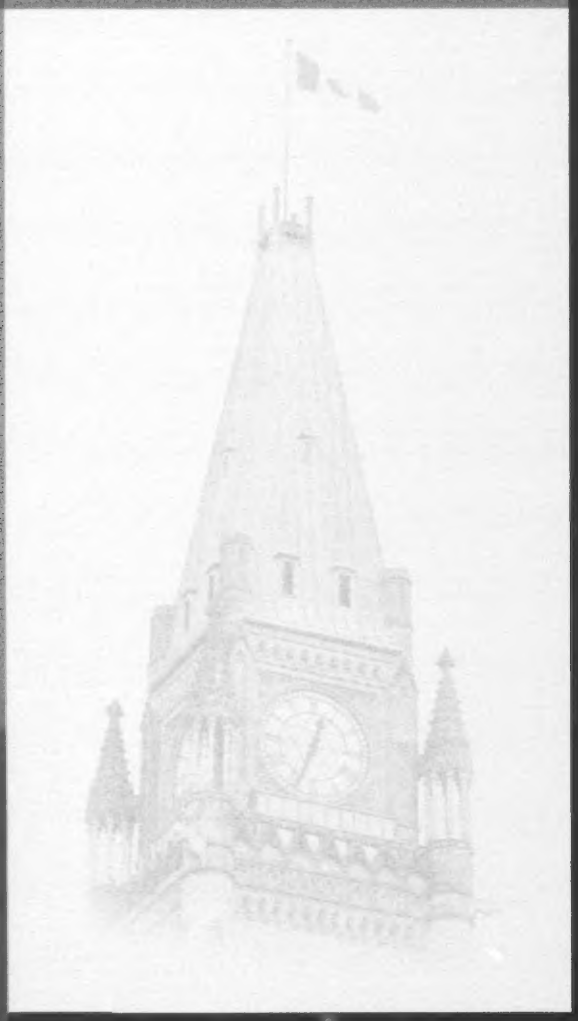
Transparency (Transparence) – One of the guiding values of the *Public Service Employment Act*, requiring that information about strategies, decisions, policies and practices be communicated in an open and timely manner.

Visible minorities (Membres des minorités visibles) – As defined in the *Employment Equity Act*, persons, other than Aboriginal peoples, who are non-Caucasian in race or non-white in colour.

Women (Femmes) – An employment equity designated group under the *Employment Equity Act*.

Workforce availability (Disponibilité au sein de la population active) – Relates to the distribution of people in the designated groups as a percentage of the total Canadian workforce. For the purposes of the federal public service, workforce availability is based only on those occupations in the Canadian workforce that correspond to the occupational groups in the public service. The estimates used for the designated groups are based on the 2001 Census data.

Biographies



Maria Barrados, President

Ms. Maria Barrados was confirmed as President of the Public Service Commission of Canada effective May 21, 2004. She had served as interim President since November 2003. From December 1993 to that date, she was Assistant Auditor General, Audit Operations, at the Office of the Auditor General of Canada.

Educated as a sociologist, Ms. Barrados has a wealth of knowledge of and a solid background in audit, evaluation and statistical analysis. In 1975, she began her career as a Lecturer and later a Research Project Supervisor at Carleton University. In March 1985, she joined the Office of the Auditor General, where she held positions of increasing responsibility in the Audit Operations Branch. She chaired executive committees on value-for-money and professional practices, representing the Office of the Auditor General at parliamentary hearings and meetings with ministers and senior officials. She was responsible for many financial and value-for-money audits, including audit work related to results measurement, accountability, human resources management and public service renewal.

Ms. Barrados is the Chair of the Canadian Council on Health Services Accreditation. In the recent past, she was a member of the Board of Trustees of the Ottawa Grace Manor and Ottawa Hospital. She is also on the nominating committee of the Community Foundation of Ottawa.

Ms. Barrados obtained a B.A. with high honours in Sociology from the University of Saskatchewan in 1966. She also has an M.A. in Sociology from McGill University (1970) and a Ph.D. in Sociology from Carleton University (1978).

She is a recipient of the Confederation Medal (1992).

Ms. Barrados is married and has one daughter. She was born in the Netherlands, is a Canadian citizen and lives in Ottawa.

Manon Vennat, Commissioner

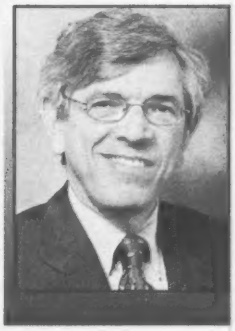
Effective June 10, 2004, Ms. Manon Vennat was confirmed as a part-time Commissioner of the Public Service Commission of Canada. She will hold office for a term of seven years.

Ms. Vennat, a lawyer by profession, was until September 30, 2004 Chairperson of Spencer Stuart (Montréal), an international executive search firm. She has since established her own consulting firm, Manon Vennat and Associates.

She joined the Company of Young Canadians in 1966 as Director of Legal Affairs and Executive Assistant to the Director General. Prior to founding *Le Centre de linguistique de l'entreprise de Montréal*, where she was Executive Director until 1980, she held various positions with the Government of Canada. Ms. Vennat has represented the private sector in government legal and regulatory dossiers in Québec and Ottawa and taken part in a number of federal government task forces and advisory groups.

She is currently Chairperson of the Board of Directors of the McCord Museum of Canadian History and is an emeritus governor of McGill University. She is a former member of Board of the Public Policy Forum, where she was honoured in 2001 for her contribution to public sector management and public policy in Canada.

Prior to her joining Spencer Stuart in 1986, Ms. Vennat was Vice-President, Administration, General Counsel and Secretary to the Board of Directors at AES Data. Ms. Vennat holds a Ph.D. (honoris causa) from the University of Ottawa. She is a member of the Quebec Bar and a member of the Order of Canada.



David Zussman, Commissioner

On June 10, 2004, Mr. David Zussman was confirmed as a part-time Commissioner of the Public Service Commission of Canada to hold office for a term of seven years.

Mr. Zussman has had a varied career in government, the private sector and in academia and is a recognized authority on public sector management, public administration and public policy. He has been closely involved in some of the most exciting developments in Canada in public sector governance and alternative service delivery over the past 15 years.

In August 2005, Mr. Zussman joined the University of Ottawa as the first recipient of the Stephen Jarislowsky Chair for Public Sector Management. In this capacity, he will focus on research, teaching and public programs in public management, governance and accountability.

Mr. Zussman has served in a number of positions at the University of Ottawa, including Assistant and Associate Dean of Graduate Programs (School of Management) and Dean of the School of Management from 1988 to 1992. During that time he was a Professor of Public Policy and Management and taught in the Executive MBA Program until 2004. He is also an adjunct professor at the University of Canberra (Australia).

From 2003 to 2005, Mr. Zussman was Executive Vice-President and Chief Operating Officer at EKOS Research Associates Inc.

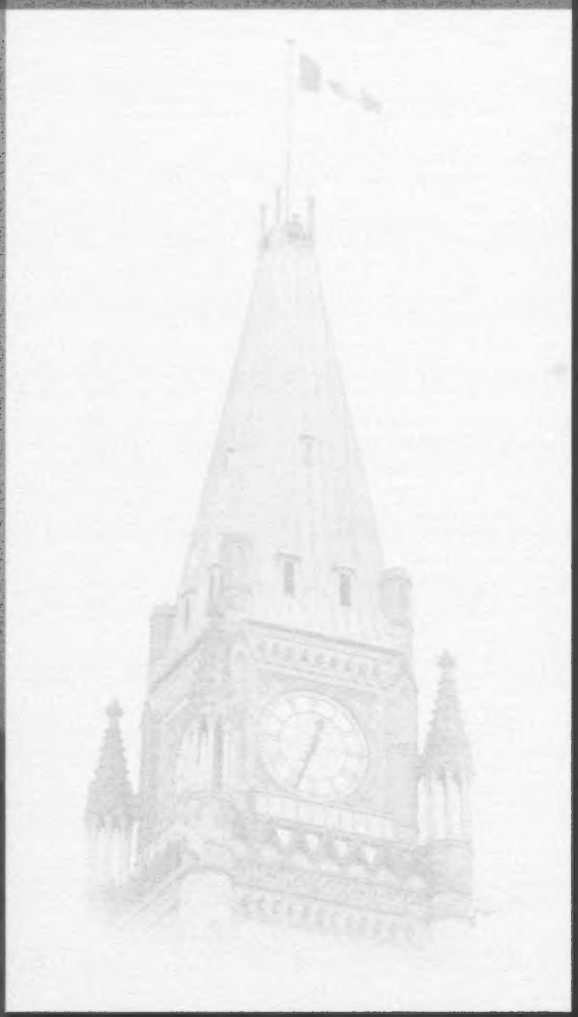
In 1995, Mr. Zussman joined the Public Policy Forum, an organization committed to bridging the gap between government, business, labour and the voluntary sector. He was appointed President in 1996, and remained in that position until 2003.

In 1994, he was appointed Assistant Secretary to the Cabinet for Program Review and Machinery of Government, to help the government implement its commitment to a fundamental review of federal spending. In 1993, Mr. Zussman was responsible for the transition of the newly elected government.

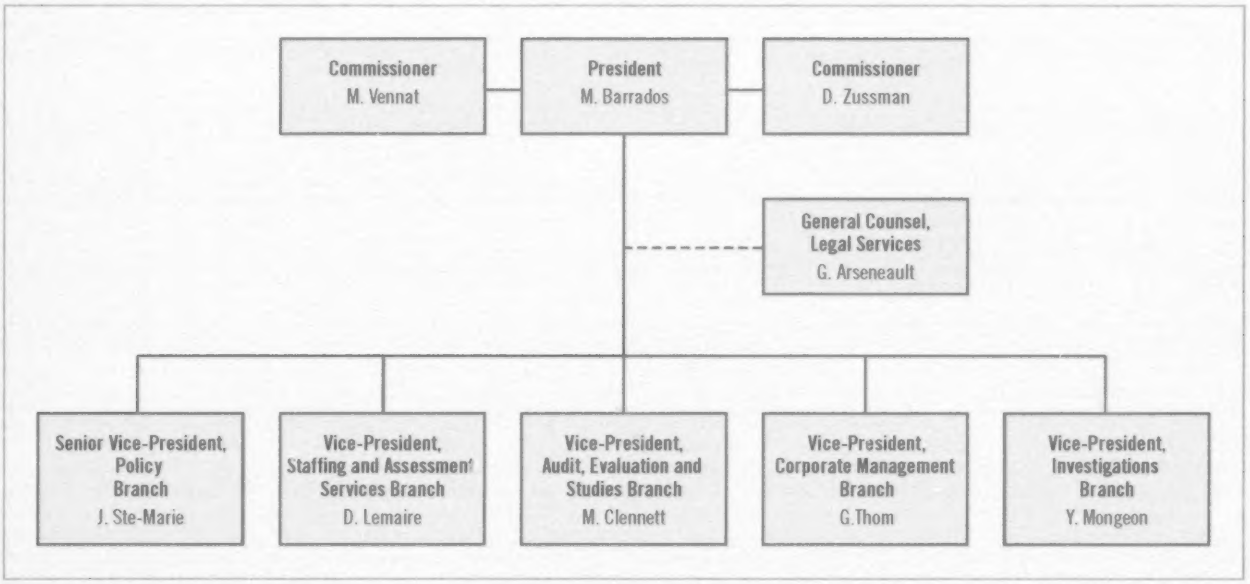
Mr. Zussman has published articles and books on public management and policy making in Canada, and is the author and co-author of many publications, including *Alternate Service Delivery: Sharing Governance in Canada and The Vertical Solitude: Managing in the Public Service.* He writes a monthly public policy column for the *Ottawa Citizen.*

He sits on numerous public and private sector advisory boards and boards of directors. In 2003, he was awarded the Public Service Citation Award by the Association of Professional Executives of the Public Service of Canada (APEX).

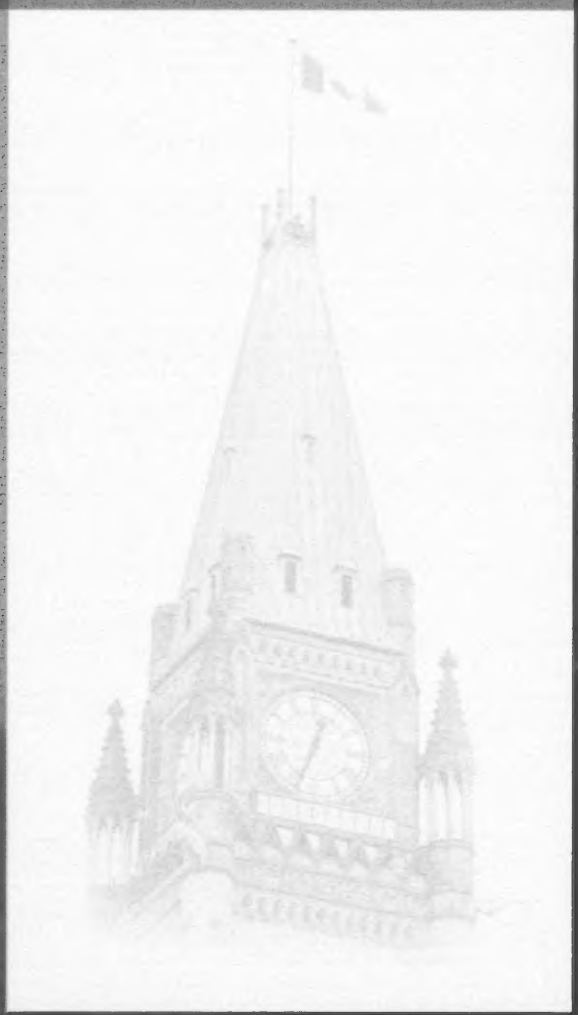
PSC organization



PSC organization



Offices of the Public Service Commission



Offices of the Public Service Commission

All PSC offices provide services in both official languages.

Internet
PSC Corporate Web site: www.psc-cfp.gc.ca
PSC Recruitment site: jobs-emplois.gc.ca
E-mail: infocom@psc-cfp.gc.ca

Headquarters
L'Esplanade Laurier, West Tower
300 Laurier Avenue West
Ottawa, Ontario K1A 0M7
Information: 613-992-9562
Facsimile: 613-992-9352

Regional Offices

Halifax
1505 Barrington Street
Suite 1525, Maritime Centre (mailing address)
17th Floor South (office location)
Halifax, Nova Scotia B3J 3Y6
Information: 1-877-998-7979
Facsimile: 902-426-7277
or Toll free 1-888-457-5333
InfoTel: 1-800-645-5605
TTY: 1-800-532-9397
E-mail: pscns@psc-cfp.gc.ca

Montréal
200 René-Lévesque Boulevard West
East Tower, 8th Floor
Montréal, Quebec H2Z 1X4
Information: 1-800-645-5605
Facsimile: 514-496-2404
TTY: 1-800-532-9397
E-mail: pscmtl@psc-cfp.gc.ca

National Client Services Directorate
(includes National Capital and Eastern Ontario)
66 Slater Street, 4th Floor
Ottawa, Ontario K1A 0M7
Information: 1-800-645-5605
Facsimile: 613-996-8048
TTY: 613-996-1205
or Toll free 1-800-532-9397
E-mail: pscnceor@psc-cfp.gc.ca

Toronto
1 Front Street West, 6th Floor
Toronto, Ontario M5J 2X5
Information: 416-973-3131
TTY: 416-973-2269
Facsimile: 416-973-1883
InfoTel: 1-800-645-5605
TTY: 1-800-532-9397
Information: 1-800-387-0776
E-mail: psctor@psc-cfp.gc.ca

Winnipeg
320 Donald Street, 1st Floor
Winnipeg, Manitoba R3B 2H3
Information: 204-983-2486
Facsimile: 204-983-8188
TTY: 1-800-532-9397
E-mail: pscwin@psc-cfp.gc.ca

Edmonton
9700 Jasper Avenue, Room 830
Edmonton, Alberta T5J 4G3
Information: 780-495-6134
Facsimile: 780-495-3145
TTY: 1-800-532-9397
E-mail: pscedm@psc-cfp.gc.ca

Vancouver
757 West Hastings Street, Suite 210
Vancouver, British Columbia V6C 3M2
Information: 1-800-645-5605
Facsimile: 604-666-6808
TTY: 1-800-532-9397
E-mail: pscvan@psc-cfp.gc.ca